

### **Twinning Fiche**

**Project title:** Supporting Civil Aviation Authorities in Lebanon in the fields of Safety and Security

**Beneficiary administration:** Ministry of Public Works and Transport – Directorate General of Civil Aviation

**Twinning Reference:** LB 16 ENI TR 03 18

**Publication notice reference:** The publication notice reference will be completed by the European Commission

**EU funded project**

***TWINNING INSTRUMENT***

## List of Acronyms

AIR	Airworthiness
AIS	Aeronautical Information Services
ANS	Air Navigation Services
AOC	Air Operator Certificate
AS	Airport Security
ASP	Airport Security Programme
ATM	Air Traffic Management
ATS	Air Traffic Services
BC	Beneficiary Country
BIA	Beirut International Airport
CAA	Civil Aviation Authority
CASC	Civil Aviation Safety Centre
CERSA	Centre d'Entrainement pour le Renforcement de la Sûreté Aéroportuaire
CMA	Continuous Monitoring Approach
CNS	Communication – Navigation and Surveillance
COA	Certificate of Airworthiness
DGCA	Directorate General of Civil Aviation
EASA	European Aviation Safety Agency
EASP	EuroMed Aviation Safety Project
ENP	European Neighbourhood Policy
EU	European Union
EUROCONTROL	European Organisation for the Safety of Air Navigation
FPI	Foreign Policy Instrument
FSD	Flight Safety Department
ICAO	International Civil Aviation Organization
MANPADS	Man portable air-defence systems
MASC	Mediterranean Aviation Safety Cell
MPWT	Ministry of Public Works and Transport
MS	Member State
MTE	Medium Term Expert
NCASP	National Civil Aviation Security Programme
NCASQCP	National Civil Aviation Security Quality Control Programme
NCASTP	National Civil Aviation Security Training Programme
OJT	On Job Training (also: on-job-training)
OPS	Operation of Aircraft
PAO	Programme Administration Office
PEL	Personnel Licensing
PL	Project Leader
PPM	Policy & Procedures Manual
PtF	Permit to Fly
QMS	Quality Management System

RTA	Resident Twinning Adviser
SAFA	Safety Assessment of Foreign Aircraft
SARPs	(ICAO) Standards and Recommended Practices
SC	Steering Committee
SMS	Safety Management System
SOP	Standard Operating Procedure
SSP	State Safety Programme
STE	Short Term Expert
TAIEX	Technical Assistance and Information Exchange
TQM	Total Quality Management

## **1. Basic Information**

**1.1. Programme:** ENI/2016/039-636 – SIPPP -Support to the implementation of the EU-Lebanon Partnership Priorities Programme.

*"For British applicants: Please be aware that eligibility criteria must be complied with for the entire duration of the grant. If the United Kingdom withdraws from the EU during the grant period without concluding an agreement with the EU ensuring in particular that British applicants continue to be eligible, you will cease to receive EU funding (while continuing, where possible, to participate) or be required to leave the project on the basis of Article 12.2 of the General Conditions<sup>1</sup> to the grant agreement."*

**1.2. Twinning Sector:** Transport

**1.3. EU funded budget:** EUR 1.2 Million

## **2. Objectives**

### **2.1. Overall Objective(s)**

The overall objective is to contribute to improving safety and security of civil aviation in Lebanon through the adoption of best standards and improvement of the competences of authorities.

### **2.2. Specific objective**

The specific objective is to enhance the safety and security of civil aviation in Lebanon by improving the national legal framework, organizational structure and technical capacity of the Lebanese stakeholders in accordance with ICAO SARPs, EU legislation and other best practices.

### **2.3. Contribution to the Association Agreement, Action Plans and National Plans**

EU-Lebanon political relations are framed by the Association Agreement in force since 2006. On 11 November 2016, the EU and Lebanon adopted Partnership Priorities<sup>1</sup> for the years 2016-2020, setting an ambitious strategic agenda for deepening ties and achieving the stabilisation of the country and the wider region as outlined by the revised European Neighbourhood Policy (ENP)<sup>2</sup> and the Global Strategy for the European Union's Foreign and Security Policy (Global Strategy)<sup>3</sup>.

The priorities of the revised ENP for the period 2017-2020, with stabilisation as the overarching objective, are reflected in a programming document, the "Single Support Framework for EU support to Lebanon (2017-2020)" (SSF). The document focuses on three sectors: 1) Economic growth and employment, 2) Local governance, 3) Security and the rule of law.

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<sup>1</sup>Decision No 1/2016 of the EU-Lebanon Association Council agreeing on EU-Lebanon Partnership Priorities of 11 November 2016 (UE-RL 3001/16).

<sup>2</sup>Joint Communication of the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, Review of the European Neighbourhood Policy, Brussels, 18.11.2015, JOIN(2015) 50 final.

<sup>3</sup>Shared Vision, Common Action: A Stronger Europe ; A Global Strategy for the European Union's Foreign And Security Policy.

Concerning sector 3 of the SSF (“**Promoting the Rule of Law, enhancing security and countering terrorism**”), the EU has been promoting a holistic approach to the security sector in coordination with international partners and in close cooperation with all the national security agencies, providing logistic support and training, promoting inter-agency collaboration and further engagement with civil society. The EU considers that “Lebanon's security and law-enforcement agencies have been effective in addressing multiple threats arising from active violent extremist networks as well as criminal networks involved in organised crime that increasingly use *air and sea routes* following tightened control of land borders due to the Syrian conflict” but that, while coordination among formal security actors has improved significantly, it remains vital to ensure a clear delineation of roles and more efficient cooperation. As stated in the SSF:

- “Lebanon currently benefits from an EU funded Integrated Border Management (IBM) programme focusing on land borders. A more comprehensive support would imply the integration of air and maritime border control and management as well as improvement of critical infrastructure/equipment at official border crossing points in order to provide a high level of border security while facilitating legitimate border crossings”.
- “Counter-Terrorism (CT) and Countering Violent Extremism are key priorities as highlighted in an ongoing EU-Lebanon CT dialogue. The focus is currently in the areas of judiciary and prisons, capacity building of law enforcement agencies, countering the financing of terrorism, *airport and aviation security* and countering extremist narratives”.

In that context, security at Beirut International Airport (BIA) has become a key element of a broader approach to security issues in the country, justifying strong support by the EU, EU Member States and other countries and international institutions, as reflected by the various support projects that have been implemented during the recent years (see below).

On the other hand, the promotion of rule of law and the strengthening of security implies strengthening flight safety in view of harmonizing safety standards between Lebanon’s standards, the EU’s standards and the standards of the International Civil Aviation Organization (ICAO). In that regard, the EU has been supporting the civil aviation authorities of Lebanon through numerous projects (see below) with the aim of:

- Promoting the harmonization of safety standards between the EU and Mediterranean partner states,
- Establishing an open and secure aviation market in Mediterranean Partner Countries, with a view to further integrating it with the EU,
- Allowing BIA authorities enhance its operational standards and ensure their consistency with ICAO standards and implement their Airport Security Programme (ASP).

The EU is committed to assisting the Lebanese authorities in modernizing the civil aviation institutional framework, has regular contacts with the appropriate authorities on safety and security matters and, it is noted that the EU took good note of ICAO’s decision to lift the serious concern on certification.

### **3. Description**

#### **3.1. Background and justification:**

Lebanon's aviation sector is relatively well developed when compared to other countries of the region. Activity increased each year since 1990 with the exception of 2006, due to the Lebanon war (Israeli Attack).

The number of passengers departing, arriving or transiting at Beirut International Airport (BIA), was multiplied by 2.6 between 2003 and 2016, reaching 7.16 million, whereas BIA was initially planned for a maximum of 6 million passengers. The number of tourist arrivals peaked to 2 million in 2010, although it fell by sharply due to the war in Syria.

The Syrian crisis, which started in 2011, has strained public financial capacities with potential knock-on effects on civil aviation but it has also contributed to the sharp growth of the passengers using BIA. In fact, BIA is now considered as "the airport of Syria". The number of passengers at BIA has grown by no less than 34% between 2011 and 2016. This has led the Lebanese government to order for a master plan for the expansion of BIA.

The rapid increase of activity at BIA has made it more important to tackle the issues related to safety and security at this airport. In this context and considering the increasing level of terrorist threat in the Middle East in the past years the security of international airports is an increasing concern. This is the case of EU countries, and also of countries where direct connections with Lebanon are presently contemplated, such as Canada. On this background, the number of actions from donors in the field of safety has increased over the past years.

#### **3.1.1. Current organization**

On 12 December 2002, Law 481 was promulgated, establishing an independent and autonomous Lebanese Civil Aviation Authority (LCAA). Although there was no major opposition to the adoption of this law at Parliament level, its practical implementation has been delayed until now. However, given the urgency to act for the improvement of safety and security at BIA, the current Twinning Fiche considers only the current institutional set-up in the field of civil aviation, knowing that further support can be envisaged once Law 481 starts being implemented.

The DGCA was established through Decree 1610 of 26 July 1971 to manage the aviation sector in Lebanon and lies within the area of responsibility of the MPWT as one of the MPWT departments. The DGCA's hierarchy is composed of the Meteorological Department, the Technical Directorate, the Flight Safety Department, the Air Transport Department, the Research and Studies Department, the Airports Directorate and Secretariat. DGCA is charged with the following responsibilities:

- Supervising air transport.
- Supervising air navigation safety.
- Ensuring civil aviation communications.
- Promulgating laws concerning aircraft operation.
- Controlling the implementation of these laws.
- Managing civil airports.
- Collecting the appropriate fees.

Apart of the above DGCA is also responsible for the management and operation of BIA and for the provision of the country's air navigation services (ANS) including the provision of Aeronautical Information Services (AIS) and meteorology.

Given the need to act as rapidly as possible to improve the situation of Beirut International Airport, the Twinning Fiche takes into account the current institutional set-up, i.e. is based on the case where Law 481 is not implemented.

### **3.2. Ongoing reforms**

As indicated above on 12 December 2002, Law 481 was promulgated establishing an independent and autonomous Lebanese Civil Aviation Authority (LCAA) with authorisation to act as the "Authority" including in aviation security area, yet has never been enforced so far.

The situation has potentially a negative impact on aviation security in Lebanon because in the current structure there is no independent "appropriate authority" responsible for the development, implementation and maintenance of national civil aviation security programmes as required by ICAO Annex 17. Also a national aviation security committee or similar arrangements for the purpose of coordinating security activities between the departments, agencies and other organizations of Lebanon, airport and aircraft operators, air traffic service providers and other entities concerned with or responsible for the implementation of various aspects of the national civil aviation security programme was not established.

The EU is fully aware that the uncertainty about the future of the institutional set-up and the insufficient human and financial resources might reduce the efficiency of its assistance. Therefore, the EU intends to identify possible modalities for bringing assistance to the Lebanese authorities in the field of civil aviation, consistently with the potential outcomes of the Lebanese internal debate about the future of civil aviation authorities. It also intends to identify the conditions allowing the various forms of assistance to be efficient.

### **3.3. Linked activities**

The EU has initiated and implemented a number of activities and programmes that raised the level of security in general and impacted positively the safety and security of air operations. These programmes include:

- Integrated Border Management (IBM), which is part of a comprehensive EU strategy to ensure that entry into and exit from the territory of Member States, is made in a regulated and orderly fashion. On this principle, preventive actions are being carried out to counter irregular immigration and the entry of persons who do not meet entry conditions. Part of these activities is done at the Beirut International Airport and requires close cooperation with Aviation Security System of the airport. Proper job performance by migration control services raises security at airports and air transport.

- TAIEX:

On 3-4 April 2017 CERSA organized a TAIEX funded workshop on Aviation Security, which presented the latest legislative, organizational and technical solutions used in ensuring the security of air operations.

Furthermore TAIEX supported the unit responsible for implementing safety measures at Rafic Hariri International Airport through two study visits.

The first visit which took place on 18 – 20 April 2017 aimed at learning on the spot how EU member states, France on this occasion, are dealing and or putting in place safety and security measures aiming at mitigating terrorist threats on critical civil aviation infrastructures (airport, landsides, passenger terminals, border crossing points, etc).

The second visit to Romania which took place on 10-11 July 2017, allowed them to check how the security procedures are put in place in the airport security.

In addition, DGCA/Flight Safety department organized a TAIEX funded workshop on Dangerous goods on 02-06 July 2018 at the CASC (Civil Aviation Safety Center) which provided guidance on transporting dangerous goods by air.

The Twinning will be implemented in complementarity to FPI-funded Aviation Security Program (3,5 M € starting in September 2018) that foresees a training and equipment support to CERSA and the security agencies bearing responsibilities at Rafik Hariri International Airport to strengthen demining capacities, explosive detection dogs capacities, establishment of a rapid reaction unit, improving skills and SOPs for filtration and inspection of passengers and baggage, cargo, documents' security. It may also offer synergies with bilateral cooperation activities engaged in the area as the recently signed partnership between French ENAC (Ecole Nationale de l'Aviation Civile) and CERSA.

Besides these programmes, an Aviation Security Core Group operates with the support of Delegation of the EU to Lebanon. Its members are representatives of the Delegation of the EU to Lebanon, Australia, Canada, France, Italy, the Netherlands, UK, Transport Canada, Canadian Border Services Agency, Royal Canadian Mounted Police and the USA. The Group deals with the practical aspects of the aviation security in Lebanon, with particular focus on BIA. Due to the confidentiality of the task and the sensitivity of the information, access to it is limited to authorized persons, and cannot be presented in this document.

Other linked activities are described under Annex V.

### **3.4. List of applicable *Union acquis*/standards/norms:**

The Twinning project responds to the following domestic legislations:

- Act N° 663/2005 (Civil Aviation Safety) aims at the improvement, development and consolidation of civil aviation safety as well as providing means for its monitoring, subject to the provisions of the International Civil Aviation Agreement signed in Chicago on the date of 7/12/1944, and its amendments thereto, the standard rules and the work methods that are recommended and set by the International Civil Aviation Organization (ICAO) and adopted as annexes to this agreement;
- Act N° 481/2002 (Management of Civil Aviation Sector) aims at developing the Civil Aviation sector utilizing a modern organization of the matters of management; commercial activities; supervision and control in different services related to the Civil Aviation (Autonomous Authority)
- Decree N° 1610/1971 (Organization of the Directorate General of Civil Aviation);

### **3.5. Results per component**

The project is divided into two components, for each component the expected results and indicators are listed.

Activities are also listed below. These are indicative and will be revised/ updated/ confirmed during the preparation of the initial work plan and its quarterly update.

## ***Component 1: Legal, institutional and administrative set up is reinforced***

*Result 1.1: Regulations aiming at enhancing national safety regulations, procedures and processes within DGA, have been harmonized with EU regulations and EASA soft law and the International Civil Aviation Organisation (ICAO) Standards and Recommended Practices (SARPs).*

### **Indicative expected activities:**

- 1.1.1 Review of the existing legislations and regulations in cooperation with beneficiaries and preparation of gap analysis;
- 1.1.2 Development of a harmonization plan identifying and prioritizing the legislation and regulation to be drafted in the short, medium and long term;
- 1.1.3 Drafting of selected legislation in agreement with beneficiary notably Regulations on AIR, OPS, PEL, AIG, AGA, ANS;
- 1.1.4 Backstop the advocacy process related to the new legislation and regulations in aviation safety with other rule making bodies;
- 1.1.5 Support the DGCA in the advisory meetings with air operators to discuss proposed amendments.

*Result 1.2: The Quality Management System is established and implemented and SSP/SMS is implemented.*

### **Indicative expected activities:**

- 1.2.1 Assessment of the current institutional set up, mandate, and interaction with authorized entities, preparation of gap analysis and propose corrective actions;
- 1.2.2 Preparation of a Quality Policy document and a strategic plan to guide current DGCA operations;
- 1.2.3 Establish new QMS manual to support the QMS department in assuring the implementation of the DGCA internal evaluation programme;
- 1.2.4 Development of a road map for the future implementation of Total Quality Management (TQM);
- 1.2.5 Train DGCA on the utilization of TQM (this activity may be included under Component 2).
- 1.2.6 Train DGCA on the implementation of the SSP (this activity may be included under Component 2).

*Result 1.3: The NCASP is developed and implemented.*

### **Indicative expected activities:**

- 1.3.1 Review existing draft NCASP and conduct gap analysis;
- 1.3.2 Amend the draft NCASP as necessary in order to bridge the gaps with relevant EU best practices;
- 1.3.3 Train DGCA on the implementation of NCASP (this activity may be included under Component 2).

*Result 1.4: NCASQCP, NCASTP and the Airport Security Programme for BIA are established and implemented.*

### **Indicative expected activities:**

- 1.4.1 Draft the NCASQCP, NCASTP and the Airport Security Programme for BIA;
- 1.4.2 Train DGCA on the implementation (this activity may be included under Component 2).

Result 1.5 DGCA operational manuals and Standard Operating Procedures (SOPs) setting out the procedures for inspection and certification is prepared in conformity with ICAO and EU rules and EASA soft law.

**Indicative expected activities:**

- 1.5.1 Assess existing manuals, SOPs, procedures, check lists and guidelines used by the DGCA and preparation of gap analysis;
- 1.5.2 Draft missing operational manuals, procedures and checklists and/or update the existing ones in conformity with ICAO and EU rules and EASA soft law;
- 1.5.3 Establish Air Carrier and Mail Cargo manuals and procedures in line with EU regulations (ACC3);
- 1.5.4 Train DGCA on the use of the check list and other manuals prepared (this activity may be included under Component 2).

Result 1.6: Proposal for improving the organization structure of the DGCA is drafted

**Indicative expected activities:**

- 1.6.1 Review current institutional set up, organigramme, mandate and interaction with authorized entities and highlight differences and gaps with regards to EU best practices and propose corrective actions;
- 1.6.2 Draft a new overall organization set up;
- 1.6.3 Draft detailed job description qualification requirements for oversight personnel.

***Component 2: Administrative and Technical capacity is strengthened***

Result 2.1: The capacity of the DGCA staff in performing its duties is strengthened

This result will address key priorities identified in the following fields:

- 1- DGCA has undertaken and documented relevant training modules, including syllabuses, bylaws, policy & procedures manuals (PPM) and inspectors' handbooks, which support the effective oversight in the field of safety;
- 2- DGCA has updated its overall training plan and introduced modern capacity building methodologies like Train-the-Trainer or on-the-job-training of the DGCA inspectors;
- 3- The technical capacity of managers, inspectors, and administrative staff is strengthened to meet the safety requirements and other international and EASA best practices as the case may be including the maintenance of the LARS (top down) to meet latest ICAO amendments and (bottom up) to reflect required best practices;
- 4- DGCA has enhanced the role of the Quality Management System (QMS) department in assuring the implementation of DGCA's internal evaluation programme;
- 5- Soft regulations (manuals, guidance material, record keeping systems, procedures, surveillance programmes, check lists, etc.) are in place.

**Indicative expected activities:**

- 2.1.1 Carry out of Training Needs Assessment (TNA) in the areas of management, aviation safety and security;

- 2.1.2 Preparation of a training programme with the help of the Twinning experts;
- 2.1.3 Provision of training (including capacity building in management of personnel having hierarchical position) to managers and inspectors from relevant authorities to strengthen their skills in the fields of management, aviation safety and security;

The trainings could cover the following topics:

- ✓ Management;
  - ✓ PEL – ATO certification, medical assessment and oversight the medical centres;
  - ✓ OPS – Safety Assessment of Foreign Aircraft – SAFA and AOC holders certification;
  - ✓ AIR – issuance of certificate of registration and airworthiness COA and permit to fly (PTF);
  - ✓ Aviation Security – CAA, airport, airline and cargo security, transport of dangerous goods by air;
  - ✓ ATS – establishing of a sustainable ATM/ANS safety and security oversight system;
  - ✓ Aerodrome – establishing aerodrome emergency planning, aerodrome development;
  - ✓ Aerodrome certification;
  - ✓ Aviation Security: audit and risk assessment.
  - ✓ SSP/SMS implementation
- 2.1.4 Organisation of awareness raising seminars/workshops on new regulations and procedures in order to disseminate best practices in relation to safety and security management. These could involve private operators, high-level officials and the civil aviation service providers;
  - 2.1.5 Organize six study visits to EU countries;
  - 2.1.6 Support CERSA in developing the centre and expand their instructors' qualifications.

### **3.6. Means/input from the EU Member State Partner Administration(s):**

#### **3.6.1. Profile and tasks of the PL:**

The Project Leader (PL) will be responsible for the overall planning and implementation of the thrust of the MS inputs in this twinning project. In cooperation with the Lebanese PL, she/he will be responsible for the organisation of the project's Steering Committee (SC), which includes the Resident Twinning Advisor (RTA) and representatives of the Programme Administration Office (PAO) and EU Delegation.

The PL should be a high-ranking civil servant commensurate with the requirements of an operational dialogue at political level, long-term civil servant in a respective MS administration or equivalent staff in a Mandated Body with at least 15 years' experience in the field of aviation. He/she should come from the implementing organization holding the project leadership and should be fully integrated in the MS administration. The designated PL should be involved in implementing aviation strategies, policies and regulations.

- At least 10 years of professional experience specifically related to management of aviation bodies;
- Proven knowledge of ICAO regulations, and of the EU/EASA system;
- Knowledge of EU legislation and operational activities related to the various components of the project;
- Demonstrated experience in capacity building and strengthening of Civil Aviation authorities;

- University level education or equivalent experience of 8 years in the field of Civil Aviation;
- Experience gained in similar international projects is an asset;
- Fluency in English.

### **3.6.2. Profile and tasks of the RTA:**

The Resident Twinning Advisor should be a civil servant working for an MS Administration or mandated body applying for the twinning or he could be a public temporary employee provided that the conditions listed in par 5.4.5 of the Twinning Manual are fulfilled.

The Resident Twinning Adviser will be seconded to the Beneficiary Administration in Beirut for the entire duration of the project 24 months. He/she will work closely with the BC Project Leader and the RTA Counterpart to deliver the project outputs as specified in the Twinning Contract. His/her active participation in finalising the initial work plan after the Project has been awarded is essential. The RTA is also in charge of the preparation and update of the rolling work plan every quarter in order to present and discuss it every quarter in the Steering Committee.

While ensuring the implementation of activities in line with the initial work plan, the RTA shall progressively plan the sequence and timing of upcoming activities. This is to be done with a six months perspective in mind, offering to all actors a reasonable time frame for their expected engagements, but without losing sight of the sequence of the various components and the need to achieve the mandatory results/outputs in due time.

Towards the end of the quarter following the first meeting of the Project Steering Committee, the Resident Twinning Adviser shall prepare an updated work plan, the rolling work plan, including details of activities for three more months, share it with all the Members of the Steering Committee and convene a second meeting of the Project Steering Committee. The updated work plan must analyse developments and achievements based on the indicators for measuring performance under each component of the project and if necessary re-define those indicators.

The RTA will be responsible for the selection and supervision of the RTA Assistant and the management of the short-term experts input while working in Lebanon. He/she will draft the quarterly and final project reports for the Steering Committee and other documents/reports as deemed necessary.

### **Qualifications, skills and experience:**

- Graduate in aviation or aviation-related studies, MS-equivalent level;
- At least 10 years of general professional experience in the field of air transport;
- At least 5 years of professional experience specifically related to management in aviation-related institutions or management of aviation-related projects;
- Proven knowledge of ICAO regulations, of the EU/EASA system;
- Good knowledge and understanding of the Union Acquis covered by this project;
- High communication and relational capacities.
- Previous experience in international projects is an asset.
- Previous experience in EU project and proven knowledge of EU procedures is an asset.
- Previous experience of managing multi-disciplinary and multinational team is an asset.
- Experience within or working with a European aviation regulatory body is an asset.
- Excellent command of written and spoken English, French is an asset.

### 3.6.3. Profile and tasks of Component Leaders:

The following table summarizes the main skills and minimum experience requirements for the Component Leaders.

Position	Tasks	Skills
Component Leader 1: Legislation	<p>Supervision and quality control of the work/outputs provided by the Short Term Experts;</p> <p>Responsible for communication and coordination with beneficiaries in relation to the tasks foreseen;</p> <p>Preparation of periodical reports and other documents foreseen by the Twinning contract;</p> <p>Provision of specific professional expertise in drafting of key documents and decision making process.</p>	<p><u>Qualifications &amp; skills</u></p> <p>A Master degree or equivalent experience of 5 years related to aviation affairs notably legislation and/or procedures;</p> <p>Proficiency in English, including effective spoken presentation and written reporting abilities, French is an asset;</p> <p>Computer literacy at user's level;</p> <p><u>General professional experience</u></p> <p>Have minimum of 3 years, preferably 5 years of professional experience in legislative gap analysis (Chapter 12 of the Union Acquis), preparation of prioritized timetable for transposition and drafting of legislation gained while working as civil servant or equivalent experience working in a Mandated Body;</p> <p>Strong analytical skills and team-working skills.</p> <p><u>Specific experience:</u></p> <p>Experience in Project Management</p>
Component Leader 2: Administrative and Technical capacity building	<p>Supervision and quality control of the work/outputs provided by the Short Term Experts;</p> <p>Responsible for communication and coordination with beneficiaries in relation to the tasks foreseen;</p> <p>Preparation of periodical reports and other documents foreseen by the twinning contract;</p> <p>Provision of specific professional expertise in drafting of key documents and decision making process.</p>	<p><u>Qualifications &amp; skills</u></p> <p>A Master degree or equivalent experience of 5 years related to aviation affairs;</p> <p>Proficiency in English, including effective spoken presentation and written reporting abilities, French is an asset;</p> <p>Computer literacy at user's level.</p> <p><u>General professional experience</u></p> <p>Have minimum of 3 years, preferably 5 years of professional experience in administrative and technical capacity building of civil aviation bodies gained in EU MS and/or CC</p> <p>Experience in drafting strategies/policies for reorganization of civil aviation bodies</p>

Position	Tasks	Skills
		(strategic documents, job description, timing, indicators)  Strong analytical skills and team-working skills.  <i>Specific experience:</i> Experience in Aviation management would be an asset

#### 3.6.4. Profile and tasks of other short-term experts:

The CVs of STEs should not be included in the proposal.

##### General Profile:

STEs should be graduates in aviation or a related discipline, with demonstrable expertise in the specific field in which they will be assigned in the Project.

##### Tasks:

A pool of STE mobilised by the Twinning partner on *ad-hoc* basis, will cover all legal and technical areas of the Project not covered by the MTE. This pool should cover at least the following technical areas:

- Legislation, aviation law, institutional issues.
- General management, governance of independent entities.
- Airworthiness.
- Flight Operations.
- Personnel Licensing.
- Security.
- Air Traffic Control / Air Traffic Management.
- Airport management.

The detailed tasks of STEs will be set out in the MS proposal during the drafting of the Twinning work plan.

## 4. Budget

**Maximum budget available for the grant is EUR 1.2 Million**

## 5. Implementation Arrangements

**5.1.** The **implementing agency** responsible for tendering, contracting and accounting is the Delegation of the European Union to Lebanon.

Project manager: Mr Charles Abdallah

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## 5.2. Institutional framework

The Beneficiary Administration is the Ministry of Public Works and Transport (MPWT), specifically the Directorate General of Civil Aviation Authority (DGCA).

Other beneficiaries include the Ministry of Defence (namely the Lebanese Armed Forces) and the Ministry of Interior and Municipalities (namely the Internal Security Forces and the General Security), which play an important role in implementing aviation security at BIA and could benefit from the provided support and training.

### **5.3. Counterparts in the Beneficiary administration:**

#### **5.3.1. Contact person:**

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#### **5.3.2. PL counterpart**

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#### **5.3.3. RTA counterpart**

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## **6. Duration of the project**

The execution period is **24 months**.

## **7. Sustainability**

The management of DGCA is strongly supporting the Twinning project. A robust programme of assistance and training will have brought significant practical results with regards implementation of ICAO SARPs, adoption of quality soft regulations and convergence with EU regulations in the field of safety, to name a few, that will be sustainable if sufficient human resources are kept thereafter.

The government has decided to spend over USD 28 million in 2017 for the purchase of state of the art security equipment, a very positive signal of support and also the assurance that, for a number of years, security equipment will be of quality.

## **8. Crosscutting issues**

- The project is environmentally neutral.
- The project will seek to ensure that there is equal treatment accorded to male and female staff in ECAA and the other stakeholders participating in the project activities and training programmes. As designed, there is no staff recruitment under the project and, therefore, the project is neutral in terms of social gender or age. Both men and women will have equal opportunities and salaries.

## **9. Conditionality and sequencing**

As can be expected from projects spanning over 2 years, some activities will be interdependent. It will be the responsibility of the TL and the RTA to ensure consistency and to see to it that human resources will not be burdened by the project to the point they would be prevented from performing their normal activities.

The project will be sequenced as shown in the Detailed Implementation Chart for the Project in Annex 3.

## **10. Indicators for performance measurement**

The specific, realistic, verifiable indicators for performance measurement are listed in the Logical Framework Matrix included in the annex 1.

## **11. Facilities available**

The RTA, his/her assistants as well as the short-term experts will be provided an office and equipment (including computers, internet access, telephone, fax, photocopier, etc.) within the premises of the DGCA, close to the office of the RTA counterpart.

## **ANNEXES TO PROJECT FICHE**

**Annex I - Logical Framework Matrix**

**Annex II - Indicative Measures**

**Annex III - Detailed implementation chart**

**Annex IV – Organigramme of DGCA**

**Annex V- Implemented initiatives in the field of Civil Aviation**

**Annex 1: Logical framework matrix**

	<b>Intervention logic</b>	<b>Indicators</b>	<b>Sources of Verification</b>	<b>Assumptions &amp; Risks</b>
<b>OVERALL OBJECTIVE</b>	Contribute to improving safety and security of civil aviation in Lebanon through the adoption of best standards and improvement of the competences of authorities.	<ul style="list-style-type: none"> <li>• Level of Effective Implementation of ICAO SARPs (the ICAO CMA online framework is implemented).</li> </ul>	<ul style="list-style-type: none"> <li>• ICAO</li> </ul>	<ul style="list-style-type: none"> <li>• Political will to adopt project reforms.</li> <li>• Stability and safety conditions in Lebanon during implementation of the action.</li> </ul>
<b>PURPOSE</b>	Enhance the safety and security of civil aviation in Lebanon by improving the national legal framework, organizational structure and technical capacity of the Lebanese stakeholders in accordance with ICAO SARPs, EU legislation and best practices as the case may be.	<ul style="list-style-type: none"> <li>• The draft laws proposed and advocated are approved.</li> </ul>	<ul style="list-style-type: none"> <li>• Copy of new draft law document.</li> <li>• Positive reports of ICAO audit missions.</li> </ul>	<p><b>Assumptions</b></p> <ul style="list-style-type: none"> <li>• Proactive cooperation by DGCA and by Lebanon Twinning PL.</li> <li>• Supported by relevant ministers.</li> <li>• No delays.</li> </ul> <p><b>Risks</b></p> <ul style="list-style-type: none"> <li>• Delay in adopting new or amended regulations.</li> <li>• Reluctance and delay from Government or Parliament in adopting new legislation</li> </ul>
	<b>Component 1: Legal, institutional and administrative set up</b>	<b>Indicators</b>	<b>Sources of Verification</b>	<b>Assumptions &amp; Risks</b>
<b>RESULTS</b>	<p><b>Result 1.1:</b> Regulations aiming at enhancing national safety regulations, procedures and processes within DGCA have been harmonized with EU regulations and EASA soft law and the International Civil Aviation Organisation (ICAO) Standards and Recommended Practices (SARPs).</p>	<ul style="list-style-type: none"> <li>• Review of the most relevant legislations and regulations currently in force available</li> <li>• Gap analysis carried out</li> <li>• Draft of the legal harmonization plan available</li> <li>• Number of drafts of relevant legislation prepared and submitted for the adoption</li> </ul>	<ul style="list-style-type: none"> <li>• Copy of the drafted legislation and regulations</li> <li>• Project reports (interim and final) and documentation</li> <li>• Official Journal.</li> </ul>	<p><b>Assumptions</b></p> <ul style="list-style-type: none"> <li>• Proactive cooperation by DGCA and by Lebanon Twinning PL.</li> <li>• Prompt response from legal department in ministries.</li> <li>• Support by Minister of</li> </ul>

		process		Transport and Public Works and other ministers of relevance.
	<b>Result 1.2:</b> The Quality Management System is established and implemented	<ul style="list-style-type: none"> <li>• Gap analysis carried out</li> <li>• Quality policy document and Strategic Plan prepared</li> <li>• QMS manual established</li> <li>• Road map for future implementation of TQM developed</li> <li>• Number of staff trained on the use of the TQM</li> <li>• Number of staff trained on the use of the SSP</li> </ul>	<ul style="list-style-type: none"> <li>• Project reports (interim and final) and documentation</li> <li>• Training reports and feedback reports delivered by participants</li> <li>• Evaluation questionnaires</li> </ul>	<ul style="list-style-type: none"> <li>• No delays in adopting regulations.</li> </ul>
	<b>Result 1.3:</b> The NCASP is developed and implemented	<ul style="list-style-type: none"> <li>• Review of existing NCASP is available</li> <li>• Gap analysis carried out</li> <li>• Amended NCASP drafted</li> <li>• Number of staff trained on implementation of NCASP</li> </ul>	<ul style="list-style-type: none"> <li>• Project reports (interim and final) and documentation</li> <li>• Copy of the draft NCASP</li> </ul>	<p><b>Risks</b></p> <ul style="list-style-type: none"> <li>• Delays in adopting new or amended regulations.</li> <li>• Reluctance and delay from Government or Parliament in adopting new legislation.</li> </ul>
	<b>Result 1.4:</b> NCASQCP, NCASTP and the Airport Security Programme for BIA are established and implemented	<ul style="list-style-type: none"> <li>• NCASQCP, NCASTP and the Airport Security Programme drafted</li> <li>• Number of staff trained on implementation</li> </ul>	<ul style="list-style-type: none"> <li>• Project reports (interim and final) and documentation</li> <li>• Copy of the draft NCASQCP, NCASTP and Airport Security Programme</li> </ul>	
	<b>Result 1.5:</b> DGCA operational manuals and Standard Operating Procedures (SOPs) setting out the procedures for inspection and certification is prepared in conformity with ICAO and EU rules and EASA soft law	<ul style="list-style-type: none"> <li>• Assessment of existing manuals, procedures SOPs, check lists and guidelines used by DGCA available</li> <li>• Number of procedures/manuals/checklists are prepared and translated</li> <li>• Air Carrier and Mail Cargo manuals and procedures are prepared and translated</li> </ul>	<ul style="list-style-type: none"> <li>• Project reports (interim and final) and documentation</li> <li>• Training reports and feedback reports delivered by participants</li> <li>• Evaluation questionnaires</li> </ul>	

		<ul style="list-style-type: none"> <li>• Number of staff trained on the use of the procedures/manuals/checklists</li> </ul>		
	<p><b>Result 1.6:</b> Proposal for improving the organization structure of the DGCA is drafted</p>	<ul style="list-style-type: none"> <li>• Assessment of the current institutional set up, gaps and recommendations available</li> <li>• Draft proposal for the organization set up available</li> </ul>	<ul style="list-style-type: none"> <li>• Government reports</li> <li>• Project reports (interim and final) and documentation</li> </ul>	
	<b>Component 2: Administrative and technical capacity</b>	<b>Indicators</b>	<b>Sources of Verification</b>	<b>Assumptions &amp; Risks</b>
	<p><b>Result 2.1:</b> The capacity of the DGCA staff in performing its duties is strengthened</p>	<ul style="list-style-type: none"> <li>• Training Needs Assessment (TNA) available</li> <li>• Number and type of customized training program based on the outcome of the TNA</li> <li>• Number of DGCA staff trained</li> <li>• Evaluation questionnaires</li> <li>• Number of awareness raising seminars/workshops</li> <li>• Study visits to EU country carried out</li> <li>• CERSA needs identified and assessed</li> </ul>	<ul style="list-style-type: none"> <li>• Copies of training materials.</li> <li>• Copy of documents and presentations.</li> <li>• Training reports and feedback/evaluation reports delivered by participants</li> </ul>	<p><b>Assumptions</b></p> <ul style="list-style-type: none"> <li>• Proactive cooperation by DGCA.</li> <li>• The selection of participants is made swiftly and on clear criteria ensuring transparency of the process.</li> <li>• DGCA and other stakeholder staff will be available to attend workshops.</li> <li>• DGCA staff will be available to participate in training.</li> </ul> <p><b>Risks</b></p> <ul style="list-style-type: none"> <li>• DGCA staff is not available to participate in training;</li> <li>• Equipment is inadequate.</li> </ul>

**Annex 2: Indicative Measures**

N°	Indicative measures	Means
S.1	Kick off seminar.	Part of PL / Resident activities
S.2	Conclusive seminar	Part of PL / Resident activities
S.3	Project Management (twinning committee)	Part of PL / Resident activities
<b>Activities aiming at implementing Component A: Legal, institutional and administrative reform Total: 100 MDs</b>		
A.1	To support DGCA in creating an Aviation Security Section to perform security oversight, separate from service provision at least at functional level.	30 MDs
A.2	To support DGCA for amending, drafting and implementing detailed primary level regulations on safety in accordance with ICAO SARPs, EU legislation and best practices.	20 MDs
A.3	To support the preparation of a quality policy document and a strategic plan to guide current DGCA operations and development for the future implementation of Total Quality Management (TQM). To support the enhancement of the Safety and Quality Assurance department in DGCA for auditing purposes and the creation of the same in the field of security.	30 MDs
A.4	To support the Lebanese DGCA in drafting and implementing detailed primary and soft regulations (manuals, guidance material, record keeping systems, procedures, surveillance programmes, check lists, etc.). To support the update of DGCA operational Standard Operating Procedure (SOP) manual in line with EU best practices. To support drafting and maintaining detailed organigrams, job descriptions, qualification requirements and records keeping for all oversight personnel.	180 MDs
A.5	To advocate the new legislation and regulations in aviation safety with other rule making bodies.	Part of PL / Resident activities
<b>Activities aiming at implementing Component B: Technical Assistance and Training Total: 380 MDs</b>		
B.1	To carry out training needs assessment in the areas of aviation management, safety and security.	30 MDs
B.2.	To support the relevant authorities in developing and implementing quality and training programmes.	30 MDs
B.3.	To organise awareness raising seminars/workshops on new primary and soft regulations attention private and public operators, high-level officials and the civil aviation service providers to disseminate best practices in relation to safety and security management.	30 MDs
B.4.	To provide training (including capacity building in management of personnel having hierarchical position) to managers and inspectors from relevant authorities to strengthen their skills in the fields of aviation management, safety and security.	90 MDs
B.5	To arrange international study visits in order to learn from the European Union best practices.	20 MDs
B.6.	To support CERSA in developing the centre and expand its instructors' qualifications.	20 MDs

**Annex 3: Detailed Implementation Chart**

Year	Year 1												Year 2											
Month (24 months)	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24
Kick off Meeting	x																							
Steering Committee meetings				x			x			x			x			x			x			x		x
Monthly Meetings		x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	X	x	x	x	x	x	x
Wrap up meeting																								x
<b>Component A Legal, institutional and administrative reform</b>																								
<b>A.1</b>					x		x		x		x		x		x									
<b>A.2</b>						x		x		x		x												
<b>A.3</b>													x	x		x	x			x	x			
<b>A.4</b>			x	x		x	x			x	x			x	x			x	x		x	x		
<b>A.5</b>						x		x		x		x		x		x		x		x		x		x
<b>Component B Technical Assistance and Training</b>																								
<b>B.1</b>	x	x																						
<b>B.2</b>				x			x		x			x				x			x					
<b>B.3</b>			x					x					x							x				
<b>B.4</b>					x				x			x			x			x			x			
<b>B.5</b>				x			x			x			x											
<b>B.6</b>					x	x				x	x		x	x				x	x					

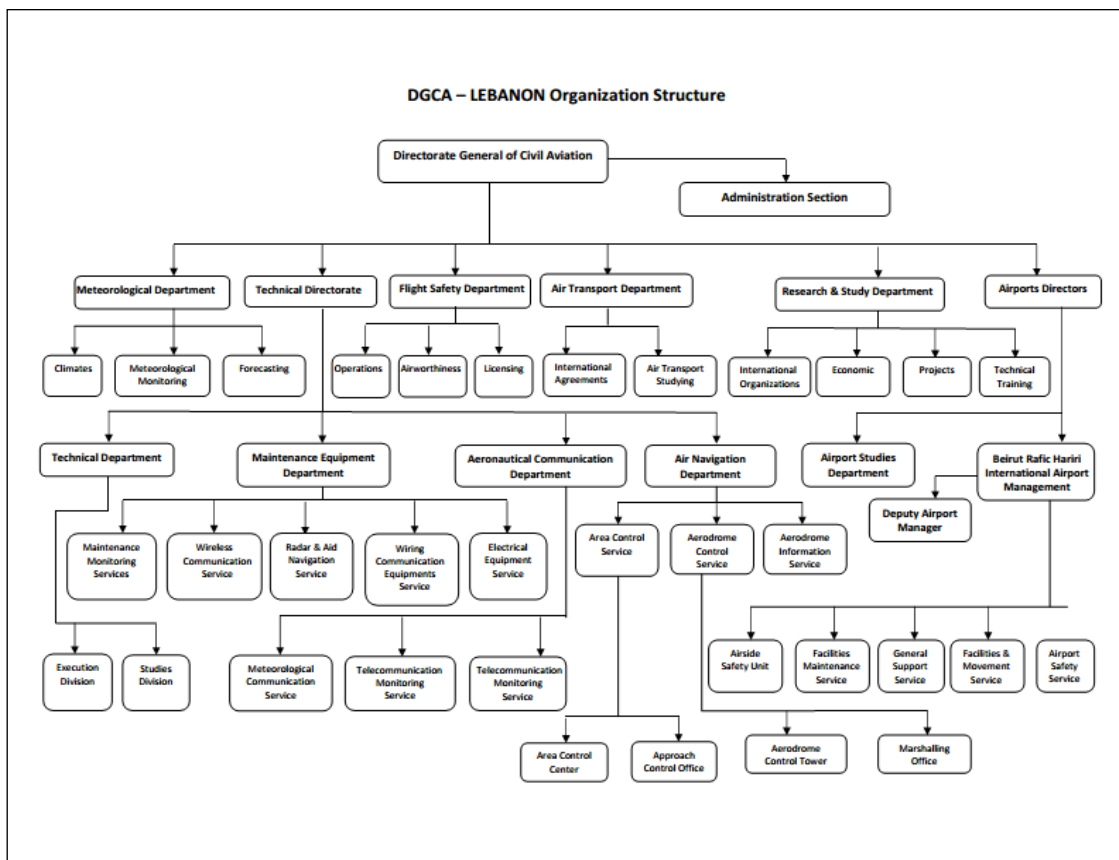
## Annex 4: Organigram of the DGCA

The DGCA's hierarchy (as shown in the chart below) is composed (left to right) of the Meteorological Department, the Technical Directorate, the Flight Safety Department, the Air Transport Department, the Research and Studies Department, the Airports Directorate and Secretariat.

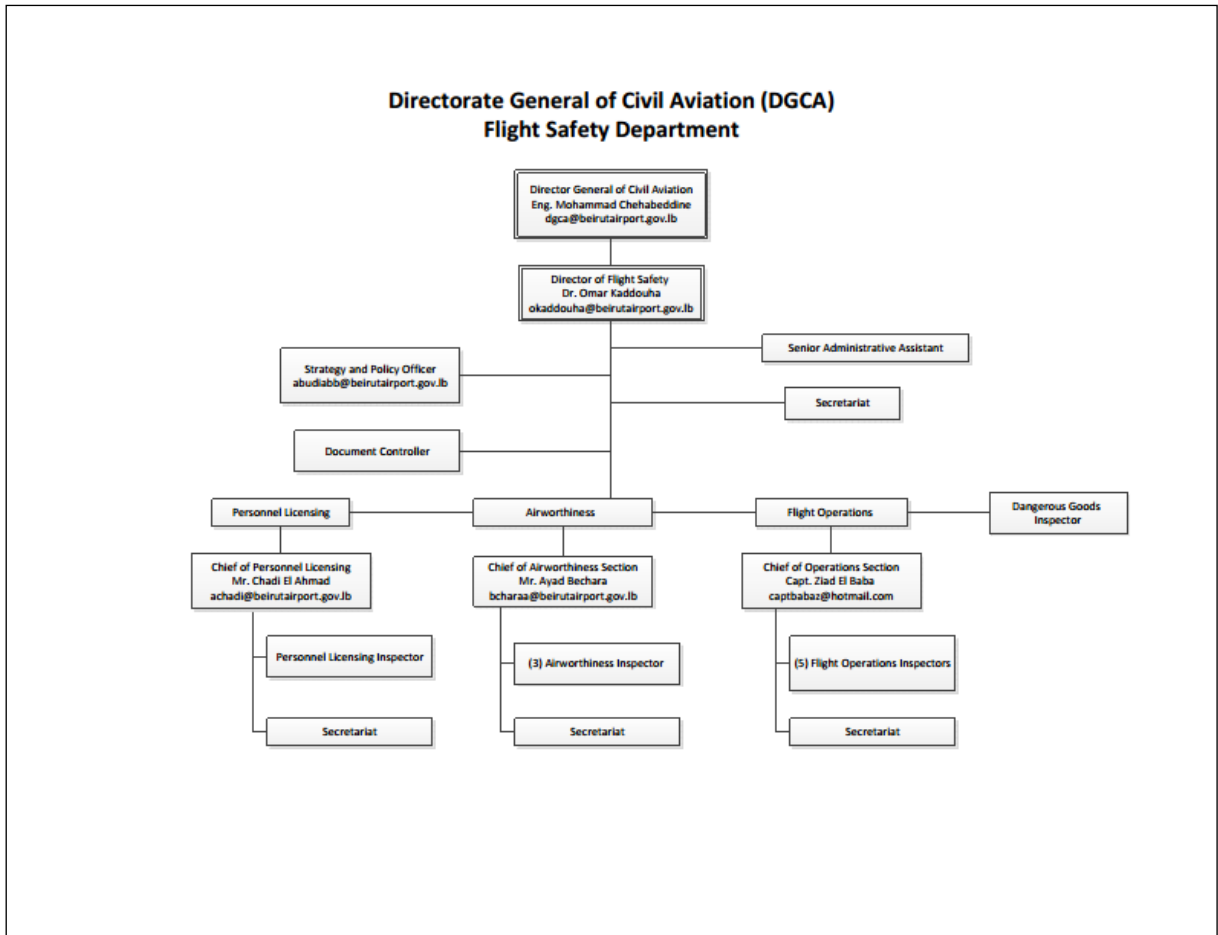
Specifically, the Technical Directorate oversees the Air Navigation Department, the Aeronautical Communication Department, and various technical support departments and as such is the department dealing with air Navigation and communication / navigation and surveillance (CNS) equipment. The Air Navigation Department is the “service provider” of Area Control, Aerodrome Control, Aerodrome Information Services; it also includes the marshalling office, in charge of securing the access to the control tower (security related function).

The Flight Safety Department (FSD) is responsible for the safety oversight of airlines registered in Lebanon as well as foreign airlines flying to Lebanon. The safety oversight functions of the FSD also include issuance of AOC, Aircraft Maintenance Organizations Approval, and Personnel Licenses for flight crew and aircraft maintenance technicians.

The Directorate of Airports is, in fact, in charge of the single airport of Lebanon: BIA. As such, it is also a “service provider” of airport services. As the organigram indicates, it is not in charge of performing security.



For the time being and as per law 1610 the Flight Safety Department is composed of the classical units: Operations (OPS), Airworthiness (AIR) and Licensing (PEL) sections. Under law 481, it would comprise Air Navigation (ANS) and Airports (AGA) as well.



It can be seen from these organigrams that, whilst there is indeed a body in charge of overseeing the certified entities (carriers, training centres, maintenance organizations), none is formally in charge of overseeing the Meteorology service provider, the ANS service provider or the airport service provider.

This function seems to be performed in a rather informal way by the FSD itself. However it would be advisable to set up more formal working arrangements properly resourced with skilled personnel to effectively oversee such functions. Of course until these functions would be separated from the DGCA as it stands today, the oversight would not be totally separate from the service provision: it would be separate at functional level, which is acceptable for ICAO and EU.

It may be noted that the implementation of Law 481 would maintain status quo unless Article 14.1 would be enacted, in which case the separation would become effective.

## Annex 5 –Implemented initiatives in the field of Civil Aviation

### A- EU regional programmes

#### 1- EUROMED Aviation II

The project EUROMED Aviation II, implemented by a consortium of private companies, promoted the establishment of a Euro-Mediterranean Common Aviation Area, and supports an open and secure aviation market in Mediterranean Partner Countries with a view to further integrating it with the EU.

- Beneficiary countries included: Algeria, Egypt, Jordan, Lebanon, Libya, Morocco, occupied Palestinian territory, Syria, Tunisia.
- Timeframe: December 2011 to November 2014.
- Budget: €2 million.

**Activities:** focus on the approximation of the entire EU aviation *acquis* in the area of:

- Market access, by further promoting liberalization of the air transport market and the gradual removal of competition distortive measures;
- Air Traffic Management (ATM), by seeking to enhance the participation of beneficiaries into the Single European Sky initiative, supporting current regional initiatives and participation of beneficiaries, and cooperating with EUROCONTROL to ensure the proper implementation of the three pan-European functions.
- Safety and security, working to enhance security awareness and implementation of effective measures.

The activities in the field of safety and security in which Lebanon was involved were the following:

- Safety: see below the MASC programme.
- Security: Two activities of general nature concerned Lebanon:
  - Workshop over the full spectrum of security activities, open to all EuroMed countries was held in Europe in December 2012,
  - Workshop about the harmonisation of national legislation and NCASP, also open to all EuroMed countries was held in Europe in August 2013.

Finally two ad-hoc technical expert's missions to support BIA authorities in enhancing, ensuring consistency with ICAO and implementing their Airport Security Programme (ASP) were held in July then October 2014 in Beirut. Support activities stopped as the EuroMed Project came to its end (November 2014).

Further to prior discussions and gap analysis, it had indeed emerged that Lebanon needed assistance in a number of areas:

- Development of a risk assessment methodology based on the observations of the technical experts and the feedback given to them by the relevant authorities.
- Development of NSP and NCASP based on findings resulting from a tour of Rafic Hariri Airport and the risk assessments made before.
- Development of NCASTP helping the CAA to elaborate an adequate training procedure.

- Development of the Airport Security Programme.
- Development of NCAFP and Contingency plan.

It also had become clear that the DGCA did not have sufficient skilled resources to proactively perform all these activities and would rest very much on external support to create all the required frameworks. More importantly it had appeared that the DGCA and the military did not share the same views as to who should be in charge of drafting and enforcing the relevant legislations and this prevented from progressing on the development of e.g. the NCASP and NCASQCP. The Project thus decided to focus efforts on the less controversial production of the Airport Security Programme at Beirut International Airport.

## **2- MASC programme**

MASC, implemented by the European Aviation Safety Agency (EASA) was designed for the set-up and running of a Mediterranean Aviation Safety Cell (MASC).

- Beneficiary countries: Morocco, Tunisia, Jordan and Lebanon.
- Timeframe: December 2011 to November 2014.
- Budget: €2 million.

**Activities:** Limited in scope to safety, activities were similar to those of EuroMed Aviation II.

**Activities in which Lebanon was involved:** 8 activities involving Lebanon were coordinated between EuroMed Aviation II and MASC. Lebanon benefitted in total from 10 training activities, either in Europe or in Lebanon, from the combined forces of EuroMed Aviation II and MASC.

## **3- EASP**

EASP (EuroMed Aviation Safety Project), implemented by EASA, aimed at promoting the harmonization of safety standards between the EU and Mediterranean partner states.

- Beneficiary countries: EuroMed countries
- Timeframe: January 2015 to January 2016, extended to June 2017.
- Budget: €2 million

**Activities:**

- Assisting partner countries towards EU civil aviation safety standards,
- Providing expertise on the practical implementation of EU civil aviation safety rules,
- Promoting greater mutual awareness and technical contacts between EASA and its EuroMed partners, as well as among the partner countries themselves.

## **B- EU Member States programmes**

### **1- France**

France has long been promoting civil aviation safety and security in Lebanon in many aspects – financial, intellectual and material. It sponsored the creation of CERSA and training of its staff, including instructors and managers. It provided specialized tools, equipment and software for training of aviation security personnel and funded participation in training of foreigners from neighbouring countries in the region.

France currently conducts airport security training for military personnel responsible for security of the BIA and plans to transfer dogs trained in the search for explosives and drugs.

In addition, France representatives in Lebanon actively participate in the work of the Aviation Security Core Group and analyse the level of security at the airport and its vicinity.

## **2- The United Kingdom**

The UK participates in the collection and exchange of information on aviation security with local and international partners. In 2016, UK provided liquid screening training for BIA security personnel and delivered (together with France) counter-MANPADS (Man portable air-defence systems). The training will be conducted at CERSA.

In addition, UK actively participates in the work of the Aviation Security Core Group and analyse the level of security at the airport and its vicinity.

## **3- Other EU Member States**

- Germany provided to Lebanese Armed Forces equipment to fight against fraudulent documents/passports.
- Representatives of Germany, Italy and the Netherlands support, in a variety of ways, the development of aviation security in Lebanon e.g. analysing the level of security at BIA and offering expertise and assistance in aviation security. They participate in the work of the Aviation Security Core Group.

## **C- Non EU countries and stakeholders**

Representatives of Australia, Canada, Transport Canada, Canadian Border Services Agency, Royal Canadian Mounted Police and the USA are members of the Aviation Security Core Group.

Among other things, areas of their concern include: hold baggage screening, liquid screening, passenger search techniques, front of house security and in-flight supply screening.

Furthermore the US provided equipment: mobile scanner unit with gel analyser and shoe scanner capability, and training in use and equipment maintenance.