



## INTERNATIONAL CIVIL AVIATION ORGANIZATION

### SECOND MEETING OF THE STEERING COMMITTEE OF THE AFI PLANS

*Centurion, South Africa, 3-4 December 2025*

#### **Agenda Item 3: REPORT ON THE STATUS OF IMPLEMENTATION OF THE REVISED ABUJA SAFETY TARGETS AND THE WINDHOEK TARGETS**

*(Presented by AFCAC)*

##### **EXECUTIVE SUMMARY**

This paper provides the status updates on the implementation progress made on the Revised Abuja Safety Targets (ASTs) and the Windhoek Declaration Targets on Aviation Security and Facilitation. **Paragraph 2** exclusively presents the status updates on the Revised Abuja Safety Targets, the Action Plan developed to support Member States in the Implementation of the ASTs, its structured implementation framework, and the ongoing monitoring mechanisms coordinated by AFCAC. **Paragraph 3** outlines the status of implementation of the Windhoek Targets, highlighting progress made in strengthening national aviation security and facilitation frameworks, key achievements, persistent challenges, and proposed actions to accelerate compliance.

##### **Action by the Meeting:**

- a) Take note the progress made in developing the Action Plan for the implementation of the Revised Abuja Safety Targets;
- b) Take note of the status of implementation of the Windhoek Targets, including persistent critical deficiencies in security systems, and traveller information management;
- c) Urge States to domesticate and implement the Abuja Safety Targets (AST) Action Plan;
- d) Support AFCAC's efforts in mobilizing technical and financial resources to enable full and effective implementation of the two initiatives;
- e) Endorse urgent and targeted technical assistance to the six States with unresolved Significant Security Concerns (SSeCs), ensuring that interventions address operational and structural gaps to achieve sustainable compliance;
- f) Support the continuation of AFCAC-led activities, including through financial contributions, particularly as the AFCAC-AfDB Project nears completion. Resources allocated under the AFI Plans budget should prioritize sustaining AFCAC activities and AFI-CES assistance missions to reinforce national oversight capacities and follow up on corrective actions;
- g) Urge States to request ICAO follow-up missions once corrective actions for SSeCs have been implemented, in order to validate improvements and maintain momentum toward full compliance;
- h) Call upon States to expedite the implementation of API, iAPI, and PNR systems by adopting the required legal frameworks, establishing secure data-transfer platforms, and utilizing available technical and financial support. These measures are essential to strengthen border security, facilitate

information-sharing, and ensure alignment with international standards.

## 1. INTRODUCTION

The African Union (AU), the International Civil Aviation Organization (ICAO) and the African Civil Aviation Commission (AFCAC) have identified the Revised Abuja Safety Targets (ASTs) and the Windhoek Declaration Targets as key continental frameworks guiding improvements in aviation safety, security, and facilitation across Africa. Together, these frameworks provide a harmonized approach to enhancing safety and security oversight capabilities, strengthening institutional effectiveness, and addressing emerging operational safety and security challenges.

The Revised Abuja Safety Targets, endorsed by the AU STC-TTIIIE in December 2024, consolidate Africa's safety priorities into 15 measurable targets aligned with the six ICAO Global Aviation Safety Plan (GASP) Goals. These revised targets reinforce the continent's commitment to achieving higher levels of safety performance and supporting States in addressing persistent deficiencies in State Safety Oversight Capabilities, State Safety Program implementation challenges, Operational Safety issues, Aircraft Accident and accident prevention and Infrastructure Improvements to support safe, secure and efficient Aviation Operations in support of SAATM the AU Agenda 2063.

Complementing the safety dimension, the Windhoek Declaration on Aviation Security and Facilitation in Africa adopted by Ministers in April 2016 and subsequently endorsed by the AU Assembly in January 2017, sets out a series of measurable, time-bound targets aimed at driving sustainable improvements in aviation security and facilitation. The Declaration emphasizes political commitment, institutional strengthening, and coordinated action as essential drivers of progress. Its targets span critical areas including oversight system performance (Effective Implementation of Critical Elements), security risk management, capacity building, border management, traveller identification systems and the ICAO Public Key Directory (PKD), API/PNR implementation, the deployment of appropriate security technologies, and cross-border cooperation and information-sharing.

In response to evolving global trends and emerging threats, the revised Windhoek Targets were endorsed by the AU Executive Council at its 41st Ordinary Session in February 2022. These updates ensure continued alignment with ICAO's Global Aviation Security Plan (GASeP) and reflect Africa's commitment to adapt to the changing security landscape.

AFCAC continues to coordinate the implementation, monitoring and reporting of both the Revised Abuja Safety Targets and the Windhoek Targets in close collaboration with Member States, AUC, ICAO, Regional Economic Communities (RECs) and Regional Safety Oversight Organizations in order to ensure a coherent and continent-wide approach to aviation safety, security, and facilitation.

## 2. STATUS UPDATES ON THE REVISED ABUJA SAFETY TARGETS (ASTS)

Following the endorsement of the Revised Abuja Safety Targets by Ministers during the 3<sup>rd</sup> Extraordinary Session of the AU STC-TIITE from 3–5 December 2024, AFCAC initiated the development of the AST Implementation Action Plan. The Plan serves as a practical roadmap for States and regional bodies to

translate the 15 Targets into measurable national and regional actions. As part of this process, AFCAC convened a workshop for AFCAC Expert Working Group (EWG) members in Saly, Senegal, from 25–28 November 2025 to finalize the Action Plan to support Member States in implementing the Revised Abuja Safety Targets. The workshop was supported by key stakeholders including Member States, Boeing, IATA and RSOOs. The experts refined and finalized the Action Plan herewith attached as **Annex 1** to this Report. The development of the Action Plan took into consideration operational realities, experience and challenges faced by Member States in the implementation of the ASTs, proposed mitigation measures and associated tasks to be accomplished, required resources and key stakeholders needed to support Member States in the implementation process.

AFCAC is also in the process of developing a Monitoring and Reporting Framework that will be ready by March 2026. This monitoring mechanism will provide a harmonized and standardized approach for all Member States while ensuring progress tracking both in the short term and medium term.

### **3. WINDHOEK TARGETS ON AVIATION SECURITY AND FACILITATION**

This Report provides an updated overview of the progress made by African States in implementing the revised Windhoek Declaration and its associated Aviation Security and Facilitation Targets. It also highlights the implications of the GAsEP, Second Edition (2024), which introduces updated targets and global priority areas that require corresponding alignment within the Windhoek framework. Annex B to this Report further outlines actions that may support States, particularly those with SSeCs and those with an Effective Implementation (EI) rate below 75 percent—in strengthening their aviation security and facilitation systems and advancing toward full compliance with regional and global requirements.

The assessment and analysis presented here draw on multiple sources, including responses to the AFCAC electronic survey on the Windhoek Targets, ICAO USAP-CMA audit results, and monitoring data related to API/PNR implementation, PKD participation, cybersecurity, and security risk-management indicators.

The assessment of progress made by African States in implementing the revised Windhoek Declaration Targets shows a mixed level of performance across the continent. While notable achievements have been recorded in areas such as traveller identification systems, information-sharing mechanisms, and training, significant challenges persist in domains essential for meeting global aviation security benchmarks. Strong or near-complete progress can be observed in participation in the ICAO PoC network, issuance of machine-readable passports, the establishment of sustainable training programmes, and the promotion of security culture and cooperation frameworks.

However, advancement remains limited in critical areas such as the Effective Implementation (EI) of the Critical Elements, where regional performance continues to fall short of the revised GAsEP milestones and structural deficiencies persist across key oversight functions. The resolution of SSeCs also remains problematic, with several long-standing concerns still unresolved despite substantial assistance efforts, underscoring deeper operational and resource constraints at the national level.

Moderate progress has been recorded in PKD membership, still below global expectations due to financial and technical barriers, and in the implementation of API, iAPI, and PNR systems, where only a small number of States currently have operational capabilities. These developments continue to be hindered by regulatory, technical, and financial challenges, despite intensified support initiatives in 2025.

Annex 1 to this Report further outlines the ongoing process to revise and update the Windhoek Declaration to ensure full alignment with the 2024 Edition of the GAsEP. All detailed data, analysis, and the comprehensive status of implementation of each Windhoek Target are provided in **Annex 2** to this Report.

#### **4. CONCLUSION**

The Revised Abuja Safety and Windhoek Targets collectively reflect Africa's unified commitment to achieving a safe, secure, and seamless aviation system. Substantial progress has been made in developing the Revised Abuja Safety Targets Action Plan, implementing monitoring dashboards, and advancing SECFAL-related activities, alongside continued efforts to strengthen aviation security and facilitation under the Windhoek Declaration. Sustained collaboration between AFCAC, ICAO, the AU, RSOOs, Regional Economic Communities, and international partners remains essential to accelerate full implementation, address persistent structural and operational challenges, and ensure long-term sustainability of the progress achieved.

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#### **ANNEX 1**

##### **ACTION PLAN TO SUPPORT MEMBER STATES TO IMPLEMENT REVISED ABUJA SAFETY TARGETS (2025–2030)**

The Action Plan is designed for implementation by AFCAC Member States. The Civil Aviation Authority (CAA) is the Responsible Entity for implementation, while AFCAC, ICAO, RSOOs, RAIOS, and other partners provide support and coordination.



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## ANNEX 2

### STATUS OF IMPLEMENTATION OF THE REVISED WINDHOEK TARGETS

#### Overall Continental Trends

Several Windhoek Targets have been fully or largely achieved, reflecting strong continental commitment to traveller identification systems, information-sharing, and training. Notably, these include **Target 7** (all States joining the ICAO PoC network), **Target 9** (establishment of Training Centres and sustainable aviation security/facilitation training), **Target 10** (issuance of machine-readable passports), and **Targets 16 and 18** (promotion of security culture and strengthening cooperation frameworks). However, progress remains slow or fragmented in other critical areas, including the Effective Implementation (EI) of Critical Elements, resolution of SSeCs, API/PNR implementation, security risk management, and adherence to minimum technical specifications for security equipment.

#### Targets Demonstrating Very Limited Progress

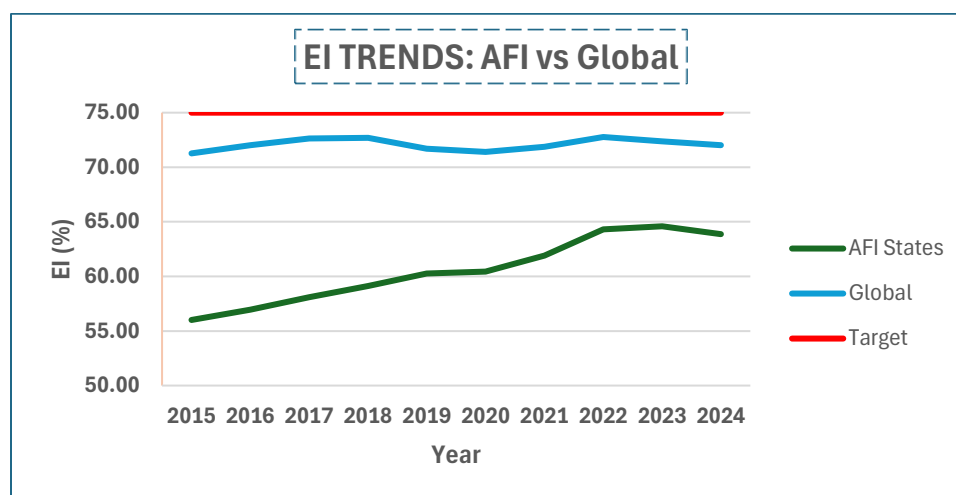
##### Target 1 – Effective Implementation Levels

The original Windhoek aspirations for regional performance reaching 65%, 80%, and eventually 90% EI were already ambitious when they were established. With the adoption of the 2024 edition of the GAsEP, the performance expectations have become even more demanding. The updated GAsEP introduces a new global requirement for all States to achieve at least 75% Effective Implementation (EI) by 2033, further widening the gap between existing regional ambitions and the current reality.

Under the revised GAsEP milestones (2024), States are expected to meet the following global targets:

- **By 2027:** 65% of States achieving  $\geq 75\%$  EI
- **By 2030:** 80% of States achieving  $\geq 75\%$  EI
- **By 2033:** 100% of States achieving  $\geq 75\%$  EI

The graph below illustrates the Effective Implementation (EI) performance trends for both the global average and the African (AFI) region over recent years, highlighting the persistent gap between the two as well as the gradual progress made within Africa.



In 2024, the average Effective Implementation (EI) of African States in the AFI region stood at 63.86%, slightly below the 2023 figure of 64.59%, signalling a stagnation after years of gradual improvement.

By comparison, the global average EI stands at 72.01%. The progress achieved by African States has significantly narrowed the gap between the AFI region and the global average from roughly 20 percentage points in previous years to about 8 percentage points today. Despite this improvement, only 28% of African States currently meet or exceed the 75% EI threshold, compared with 45% globally, and only 15 African States have reached this benchmark. This remains well below the GAsEP milestone, which requires 65% of States worldwide to achieve at least 75% EI by 2027.

The slight decline in 2024 is largely attributable to the impact of new audit results in States still at early stages of Corrective Action Plan (CAP) implementation. While ICAO, AFCAC, and partner States have provided technical assistance and capacity-building programs, only a limited number of States have made measurable progress in enhancing their aviation security systems and implementing CAPs.

Closing this gap will require accelerated and sustained efforts. States will need to fully engage in the USAP-CMA process by accepting USAP-CMA audits, reducing postponements, preparing thoroughly for upcoming assessments, and making full use of the assistance programmes offered by ICAO, AFCAC, regional organizations, and international partners. Targeted support, aligned with States' real needs and focused on tangible outcomes, will be essential to address persistent deficiencies and expedite the implementation of corrective actions, ultimately strengthening national oversight capabilities and improving EI levels across the continent.

The most critical deficiencies identified across AFI States concern several key Critical Elements (CEs): **Personnel Qualification and Training (CE-4), Provision of Technical Guidance (CE-5), Certification and Approval Obligations (CE-6) and Quality Control (CE-7)** and the. The average EI for these areas remains low around 58% highlighting persistent structural and operational challenges that impede compliance with ICAO Standards and continue to obstruct progress toward achieving revised global benchmarks.

In response, AFCAC, through its SAATM support project with the African Development Bank (AfDB), has prioritized assistance programmes targeting precisely these Critical Elements. AFI-CES experts with relevant technical expertise have been deployed to provide hands-on support to States. As of October 2025, five assistance missions have been delivered to four AFCAC Member States, focusing on the certification of security personnel, the effective use of security equipment, and support for the implementation of corrective action plans. These interventions aim to strengthen national oversight capacities and accelerate improvements in the identified weak areas.

It is important to emphasize that the responsibility to protect civil aviation from acts of unlawful interference rests squarely with Member States. The evolving threat environment, combined with resource constraints, infrastructure gaps, and uneven oversight capacities, continues to challenge compliance with ICAO SARPs. USAP-CMA audit results over the past three years confirm that many States still struggle to fulfil their international obligations, underscoring the urgent need for strengthened regional cooperation, targeted assistance, and sustained commitment to improving aviation security performance across the continent.

## **Target 2 – Resolution of Significant Security Concerns (SSeCs)**

The situation regarding SSeCs in the AFI region remains critical. Thirteen SSeCs are currently identified across the continent, with six remaining unresolved since as early as 2011 and 2018. In addition, seven new SSeCs have emerged since 2022 in four States, illustrating not only the persistence of long-standing

vulnerabilities but also the emergence of new ones. These concerns are predominantly operational in nature and reflect weaknesses at the frontline of aviation security. Common issues include non-functional or obsolete screening equipment, insufficient numbers of certified screeners, weak cargo and mail security controls, deficiencies in perimeter and access-control systems, and a lack of effective on-site coordination among multiple agencies operating at airports.

A closer analysis reveals that many of these deficiencies stem from structural and operational constraints that cannot be addressed through training alone. Longstanding SSeCs, in particular, require direct operational interventions—such as infrastructure upgrades, equipment replacement, strengthened security procedures, and mandatory re-certification of personnel—to achieve sustainable remediation. Their persistence over many years signals systemic challenges, including limited resource allocation, fragmented institutional responsibilities, and uneven national oversight capabilities.

This situation persists despite significant and continuous support from ICAO, AFCAC, regional organizations, African RECs, and international partners, who have deployed a wide range of assistance missions, capacity-building programmes, and bilateral or joint activities targeting SSeC States. While these efforts have provided valuable guidance and temporary mitigation, they have not yet translated into lasting solutions. The gap between support provided and improvements achieved underscores the need for more robust national commitment, prioritization of aviation security in budgeting and planning, and decisive operational action at the State level to eliminate these long-standing concerns.

### **Targets Showing Moderate Progress**

#### **Target 13 – Public Key Directory (PKD) Membership**

Membership in the ICAO PKD remains limited across the AFI region. To date, only 21 African States—Benin, Botswana, Cameroon, Côte d’Ivoire, Egypt, Ghana, Kenya, Lesotho, Mali, Morocco, Nigeria, Rwanda, Seychelles, Sudan, Togo, Uganda, United Republic of Tanzania, and Zimbabwe—representing 39% of the continent, have joined the PKD. This falls significantly short of the aspirational target of 70% by 2020 and the universal requirement set for 2023, highlighting a persistent gap in secure travel document verification capabilities.

The slow uptake is largely attributable to financial constraints, as participation in the PKD requires investments in compatible e-passport infrastructure, secure certificate management systems, and associated technical training. These resource limitations, combined with competing national priorities, continue to hinder broader adoption, leaving many States at risk of falling behind international standards for traveler identification and document authentication. Accelerated financial and technical support will be essential to help African States expand PKD membership, enhance border security, and align with global requirements.

#### **Target 14 – API/IAPI and PNR Implementation**

Among all Windhoek Targets, the implementation of Advance Passenger Information (API), interactive API (iAPI), and Passenger Name Record (PNR) systems continues to lag in the AFI region. Only nine States: **Egypt, Kenya, Mali, Namibia, Nigeria, Rwanda, South Africa, South Sudan, and Uganda** have operational API systems, while iAPI functionality is limited to **Rwanda and South Africa**. PNR implementation is similarly constrained, with only **Egypt, Kenya, and Mali** having established functioning systems. These figures place Africa significantly behind global trends, where API and PNR systems are now integral to border management, aviation security, and counterterrorism efforts.

Progress has been hindered by a combination of structural, operational, and financial barriers. Many States still lack the legal and regulatory frameworks to adopt international standards such as PAXLST for API

and the ICAO/UN model legislation for PNR. Technical and institutional limitations, including inadequate interoperability between immigration, customs, and security databases, further restrict the creation of a seamless, secure information-sharing environment. Financial constraints also remain a key obstacle, as establishing compliant API/PNR systems requires substantial investment in technology, infrastructure, and capacity-building.

Recognizing these challenges, AFCAC, in collaboration with IATA, has intensified efforts to support States in overcoming both technical and regulatory barriers. Initiatives in 2025 included a joint webinar on Best Practices in API/PNR Implementation held on 16 October, and an on-site roundtable on 27–28 November to review the current status of implementation across States. These activities aimed to identify key challenges and blockers, share practical solutions through case studies and guidance on data privacy, and foster dialogue and collaboration among States and stakeholders. By raising awareness, promoting knowledge exchange, and highlighting funding mechanisms, these coordinated efforts are intended to accelerate the adoption of API, iAPI, and PNR systems, thereby strengthening aviation security and facilitating compliance with international standards.

### **Revision of the Windhoek Declaration**

Following the adoption of the GAsEP, Second Edition, in June 2024, regional targets, priority areas, and aspirational goals for aviation security have evolved, highlighting the need for a full alignment of the Windhoek Targets. As reported to the Steering Committee in May 2025, AFCAC has initiated a consultative process to review and update the Declaration. A zero draft of the revised Windhoek Declaration is currently being prepared, and the AFCAC AVSEC Working Group, with participation from ICAO and relevant regional organizations, is scheduled to convene in February 2026 to finalize the revisions. Once completed, the draft will be submitted to AFCAC governing organs and subsequently forwarded to the African Union Commission for political validation. The finalized Declaration will then be presented to the Steering Committee at its next meeting for review and consideration.

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