



ICAO

INTERNATIONAL CIVIL AVIATION
ORGANIZATION

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

1st AFI PLANS STEERING COMMITTEE MEETING

(VICTORIA FALLS, ZIMBABWE, 28 TO 29 MAY 2025)

Agenda Item 4: Report on the 12th RASFALG-AFI Meeting and Progress on the Implementation of the Windhoek Targets

(Presented by the African Civil Aviation Commission)

EXECUTIVE SUMMARY

This working paper presents the consolidated outcomes of the Twelfth Meeting of the Regional Aviation Security and Facilitation Group for Africa and the Indian Ocean (RASFALG-AFI/12) and provides an overview of the progress made under the AFI-Cooperative Experts Scheme (AFI-CES). A central focus of the meeting was the proposed revision of the Windhoek Declaration and Targets, following the adoption of the Second Edition of the ICAO Global Aviation Security Plan (GASeP, 2024). The paper also delivers a critical assessment of the current status of Windhoek Target implementation, underscoring ongoing challenges such as the continued presence of Significant Security Concerns (SSeCs) and the limited and fragmented implementation of key ICAO Standards, notably those related to Advance Passenger Information (API) and Passenger Name Record (PNR) systems.

The Steering Committee is invited to consider the recommended actions outlined in **Paragraph 8**.

1. INTRODUCTION

1.1 The Twelfth Meeting of RASFALG-AFI was convened in accordance with its Terms of Reference and served as a technical forum supporting the AFI SECFAL Plan Steering Committee. The meeting brought together member States and regional stakeholders to assess the status of key aviation security and facilitation initiatives and to identify priorities for continued implementation in the continent.

2. DISCUSSION

2.1 The meeting was officially opened by the ICAO Eastern and Southern African (ESAF) Regional Director and the Secretary General of AFCAC. In their opening remarks, they emphasized the RASFALG-AFI's strategic role in addressing aviation security and facilitation challenges in the region, underscoring the importance of continued cooperation among States, International / Regional partners, and relevant stakeholders. A new interactive segment was introduced, enabling the presentation of working papers and technical briefs by participating entities aligned with the AFI SECFAL Plan and GASeP.

2.2 The meeting was attended by 76 participants representing 23 AFI States, three Aviation Security Training Centres (ASTCs), and several regional and international organizations.

2.3 Following the adoption of the Agenda, Côte d'Ivoire was elected as Chairperson and Kenya was confirmed as Rapporteur for the 2025–2026 term.

2.4 The meeting received progress updates from AFCAC and ICAO on the implementation of the recommendations from the last RASFALG-AFI and on the status of the AFI SECFAL Plan. Discussions focused on the continued provision of technical assistance, particularly to States facing SSeCs or with low levels of effective implementation. AFCAC presented its 2025 Work Programme, which prioritizes technical assistance, capacity building, and monitoring of implementation progress. ICAO briefed the meeting on the outcomes of the 13th Steering Committee Meeting, including the extension of the Plan to 2030 and the establishment of an Ad-hoc Committee to guide future governance and programme priorities.

2.5 The meeting acknowledged the positive impact of regional initiatives and partnerships, particularly the use of the AFI-CES, and encouraged continued engagement and resource mobilization. States Members and regional organisations presented on recent developments and experiences. Eswatini shared outcomes of a recent AFCAC assistance mission. Kenya introduced its initiative to establish a Passenger Data Single Window in line with ICAO Annex 9. ERNAM (Senegal) reported on its role in capacity building to address emerging threats and skills gaps. AFSAC (Tunisia) highlighted its AVSEC training efforts, particularly in the context of GAsEP implementation. EAC-CASSOA outlined collaborative technical missions with ICAO ESAF to improve oversight and address deficiencies in the EAC region.

3. AFI-CES Technical Assistance Activities: Status and Strategic Outlook under the AfDB Project

3.1 AFCAC continues to implement technical assistance activities through the AFI -CES, under the ongoing support of the African Development Bank (AfDB). The initiative targets the enhancement of States' regulatory oversight systems, with a particular focus on addressing gaps in the Effective Implementation (EI) of aviation security Standards and Recommended Practices (SARPs), especially in key areas such as EC5 (certification of aviation security personnel) and EC6 (implementation of quality control functions).

3.2 As of the time of this working paper, 14 Member States have received tailored technical assistance missions, with 7 additional activities scheduled for delivery during the second quarter of 2025. These efforts are aligned with AFCAC's mandate to promote full compliance with ICAO provisions and the AFI SECFAL Plan objectives.

3.3 However, the current scope of the project is limited to States participating in the Single African Air Transport Market (SAATM), creating a significant gap in assistance coverage. Several non-SAATM States—despite experiencing serious security challenges, including unresolved SSeCs—remain outside the reach of the current assistance programme due to funding and scope limitations.

3.4 To address existing constraints and enhance support across the continent, AFCAC is implementing a set of strategic actions aimed at strengthening the effectiveness and reach of the AFI-Cooperative Experts Scheme (AFI-CES). These actions include the expansion of partnerships through active engagement with international development partners to mobilize additional funding, with the goal of extending AFI-CES assistance to all AFI States, regardless of their membership in the Single African Air Transport Market (SAATM).

3.5 In parallel, existing cooperation agreements—particularly Memoranda of Understanding (MoUs) with partner organizations—are being revised to incorporate provisions for joint technical assistance delivery, shared resource utilization, and coordinated post-mission follow-up. Additionally, AFCAC is prioritizing support to high-need States, strategically directing technical cooperation activities toward countries with unresolved Significant Security Concerns (SSeCs) or consistently low Effective Implementation (EI) scores, thereby ensuring that interventions are focused, measurable, and results-driven.

4. **Proposed Revision of the Windhoek Declaration and Targets: Strengthening Aviation Security and Facilitation in Africa**

4.1 The Windhoek Declaration and its associated Targets, adopted in April 2016 by African Ministers responsible for Civil Aviation Security and Facilitation and endorsed by the African Union in January 2017, provided a comprehensive regional framework to enhance aviation security and facilitation in Africa. These Targets have served as a key tool in mobilizing political will, driving implementation efforts, and aligning African States with global aviation security priorities.

4.2 Following the adoption of the Second Edition of the ICAO (GASeP in June 2024, significant changes have been introduced, including revised Targets, Global Priority Areas, and an enhanced Aspirational Goal. These developments necessitate the urgent review and update of the Windhoek Declaration and its Targets to ensure continued relevance, alignment, and effectiveness.

4.3 The need to revise the Windhoek Declaration and its Targets stems from the following:

- a) **Alignment with Updated GASeP:** The 2nd Edition of GASeP introduces changes to global targets, timelines, and priorities that require corresponding adjustments at the regional level to maintain harmonization and coherence with ICAO's global framework;
- b) **New Aspirational Goal and Milestones:** The updated GASeP includes measurable milestones (e.g., 100% of States reaching 75% EI by 2033), which should be reflected in African regional targets to enable consistent progress tracking;
- c) **Incorporation of Emerging Priorities:** New GASeP focus areas such as security culture, human factors, innovation, and multi-stakeholder collaboration were either absent or insufficiently addressed in the current Windhoek Targets. These must now be explicitly integrated; and
- d) **Need for Realism and Clarity:** Some of the existing Windhoek Targets have proven ambitious, generic, or challenging to monitor effectively. There is a need to revise these to make them more realistic and tailored to African contexts, clearly defined for ease of understanding and implementation and easily trackable for systematic monitoring and reporting.

4.4 The AFCAC AVSEC Working Group will initiate the drafting of the revised Windhoek Declaration and Targets. AFCAC will then lead a comprehensive consultation process with ICAO, the AFI Group, relevant African regional and sub-regional organizations, and Member States, prior to submitting the draft to the African Union Commission for formal validation through established AU procedures.

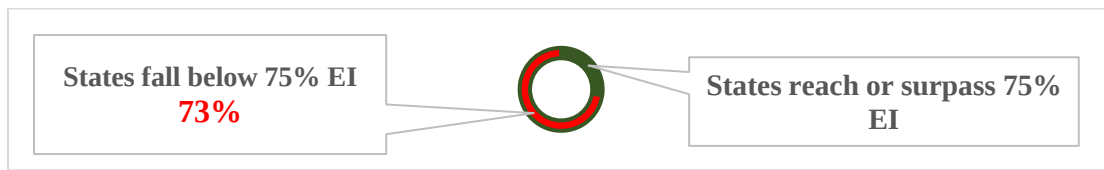
5. **Status of Implementation by African States of the New Global Milestones (Relating to Windhoek Target 1 – Revised GASeP Alignment)**

5.1 The revised GASeP sets out an Aspirational Goal: To achieve and maintain a strong global aviation security system underpinned by full and effective implementation of ICAO aviation security Standards across all Member States. Defined global milestones¹ for 2027, 2030 and 2033 are included as checkpoints at which the global community will assess the progress made and take action to ensure that delivery of the Aspirational Goal is on track.

GASeP Milestones

- By 2027, 65% of States reach or surpass 75% EI

- By 2030, 80% of States reach or surpass 75% EI
- By 2033, 100% of States reach or surpass 75% EI



5.2 The current EI rate in Africa continues to show gradual improvement thanks to sustained national, regional, and global efforts. However, the latest assessments indicate that only 27% of African States have surpassed the 75% EI threshold, which is now a key milestone under the revised GAsEP. To meet the GAsEP global milestone of 65% of States reaching 75% EI by 2027, at least 48% of African States—equivalent to nearly 26 States—must undergo and successfully pass a USAP-CMA audit within the 2025–2027 period. This poses a significant challenge, especially considering the currently low frequency of audits conducted by ICAO in the region.

5.3 Achieving this target will require coordinated support from global and regional partners, including AFCAC, ICAO, donor States, and other international organizations. All available mechanisms—whether through existing technical assistance programs, regional cooperation platforms, or bilateral arrangements—should be mobilized to strengthen States' preparedness for audits and improve their compliance with ICAO SARPs.

5.4 In addition, there is a pressing need to increase the frequency of ICAO USAP-CMA audits in Africa. This includes expanding the pool of ICAO-certified Team Leaders and auditors dedicated to supporting African States. Moreover, African States are strongly encouraged to voluntarily request USAP-CMA audits, not only to enhance their EI scores but also to demonstrate commitment to global aviation security standards.

6. Current Status of SSeCs in Africa

6.1 Despite concerted efforts at national, regional, and global levels to enhance aviation security across the African continent, the continued presence of Significant Security Concerns (SSeCs) remains a matter of serious concern. As of today, thirteen (13) SSeCs have been identified across African States under the ICAO Universal Security Audit Programme – Continuous Monitoring Approach (USAP-CMA).

6.2 Alarming, six (6) of these SSeCs remain unresolved since as early as 2011 and 2018, reflecting deep-rooted operational and structural deficiencies. Additionally, seven (7) new SSeCs have emerged in the past three years (since 2022) in four different States, further highlighting systemic vulnerabilities, particularly in the areas of Airport operations, Passenger and baggage screening, Cargo, catering, and mail security, Security equipment availability and functionality and Oversight and certification of operational personnel at the airport level.

6.3 Unlike SSeCs related to oversight or regulatory deficiencies, these operational SSeCs are often rooted at ground-level implementation failures — including inadequate infrastructure, obsolete or non-compliant security equipment, insufficient certified personnel, and lack of integrated security procedures among various airport actors. Addressing these challenges cannot be resolved through training workshops or capacity-building sessions alone. What is needed is a comprehensive and pragmatic operational remediation approach involving targeted technical, financial, and structural interventions.

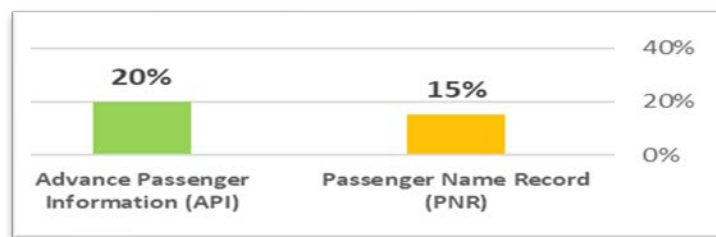
6.4 Resolving the current SSeCs is not only a technical obligation under ICAO SARPs, but a critical component of maintaining international confidence in Africa's aviation system. The existence of unresolved SSeCs, with some spanning over a decade, significantly undermines the continent's security reputation, affects connectivity, and poses real threats to the global aviation network. African States, with the support of AFCAC, ICAO, regional economic communities, international organizations, donor governments, and financial institutions,

are urged to adopt a results-oriented, implementation-focused approach to eliminate all outstanding SSeCs.

- a) To effectively address these longstanding and emerging operational SSeCs, a new collaborative model is essential — one that moves beyond awareness and diagnostics toward direct implementation support. This includes:
- b) Mobilize financial and material resources, including through engagement with international financial institutions, to support airport-level capital investment projects aimed at resolving SSeCs. This includes the procurement of compliant screening equipment, perimeter security systems, and other critical infrastructure enhancements necessary to meet ICAO security standards.;
- c) Technical assistance mechanisms to support certification, inspection, and security oversight by national civil aviation authorities, particularly in the certification of third-party personnel (customs, police, security agencies);
- d) A renewed call to African States with open SSeCs to voluntarily request ICAO USAP-CMA follow-up audits, once corrective actions have been implemented, to demonstrate measurable progress.

7. Status of API/PNR Implementation in Africa

7.1 Despite the ICAO SARPs under Annex 9 and the growing global emphasis on the use of API and PNR data for aviation security and border management, implementation across African States remains low and fragmented.



7.2 Given the low compliant status, there is an urgent need for targeted and comprehensive capacity building initiatives. Assistance programs must be flexible and adapt to the different stages of implementation that States find themselves in. Technical assistance should include support for system design and integration, IT infrastructure development, and guidance on compliance with ICAO SARPs and other relevant international instruments.

7.3 **To address these challenges, the following actions are recommended:**

- a) Fast-track the establishment of National API/PNR Programs in accordance with ICAO Annex 9 provisions, including drafting of enabling legislation and data protection laws.
- b) Promote a regional harmonization strategy for API/PNR systems, allowing for shared infrastructure models and interoperability across borders.
- c) Engage regional and international partners and donor States, for capacity-building, funding, and technical expertise.
- d) Include API/PNR as a top-tier target in the revised Windhoek Declaration, ensuring political visibility and structured monitoring.

8. ACTIONS BY THE MEETING

8.1 The Steering Committee is invited to:

- a) Acknowledge the outcomes of RASFALG-AFI/12, commend the substantial progress achieved in advancing regional aviation security and facilitation priorities, and encourage continued

collaboration among States, AFCAC, ICAO, and partners to maintain implementation momentum.

- b) Endorse the review and revision process of the Windhoek Declaration and its Targets, ensuring full alignment with the Second Edition of GAsEP, emphasize the need to integrate measurable, realistic, and Africa-specific targets that reflect emerging priorities such as security culture, innovation, cybersecurity and human factors.
- c) Support the expansion and coordination of joint technical assistance initiatives, ensuring that both SAATM and non-SAATM States—particularly those with low Effective Implementation (EI) or unresolved Significant Security Concerns (SSeCs)—benefit equitably from capacity-building, implementation support, and monitoring resources.
- d) Explore accelerated API/PNR initiatives that promotes implementation and alignment with ICAO Annex 9, with a dedicated focus on establishing a regional platform for engagement among Member States, donor countries, development banks, and assistance programs to mobilize coordinated financial and technical support for the full implementation and sustainability of API/PNR systems across the continent.
- e) Advocate for the creation of an Operational Security Remediation Programme, specifically targeting States with SSeCs, supported by a dedicated financing mechanism involving international donors, multilateral financial institutions, and development agencies. The programme should prioritize infrastructure enhancement, procurement of compliant equipment, and personnel certification.
- f) Call upon ICAO to significantly increase the frequency and geographic coverage of USAP-CMA audits in Africa, while encouraging African States to proactively request voluntary audits, with the objective of enabling at least 65% of States to achieve 75% Effective Implementation by 2027, in accordance with GAsEP milestones.
