INTERNATIONAL CIVIL AVIATION ORGANIZATION

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

NINTH STEERING COMMITTEE MEETING

(28 July 2020)

Agenda Item 1.4: Report on the Revised Windhoek Declaration and Targets and Status of Implementation

(Presented by the African Civil Aviation Commission)

EXECUTIVE SUMMARY

This Paper provides a report on the revision of the Windhoek Declaration and Targets which involved its alignment with the Global Aviation Security Plan (GASeP).

The Paper further provides the status of the implementation of the Windhoek Targets for Aviation Security and Facilitation, by African member States. It also highlights initiatives, activities undertaken and development through the approved mechanisms, by all Stakeholders involved in Aviation Security and Facilitation in the Continent, to support African member States in implementing Annex 17 SARPs and security related provisions of Annex 9.

1. INTRODUCTION

1.1 Pursuant to the meeting of Ministers responsible for Civil Aviation Security and Facilitation in Africa held in Windhoek, Republic of Namibia from 4 to 7 April 2016 the Ministers adopted the Aviation Security and Facilitation Declaration and set Targets to enhance aviation security and facilitation in Africa in a sustainable manner.

1.2 The Ministers further called on African member States to provide resources and support the implementation of the ICAO AFI SECFAL Plan and requested the AUC to submit the Windhoek Declaration to the Assembly of Heads of State and Government of the AU, which subsequently endorsed and approved it during its January 2017 Summit.

1.3 The Heads of State and Government of the African Union endorsed the Declaration and related Targets on Aviation Security and Facilitation in Africa and instructed AFCAC to monitor and report status on their implementation.

2. BACKGROUND

2.1 The above-mentioned Ministerial Conference recognized the importance of ICAO policies in supporting the development of air transport and economic growth, and thus adopted a Declaration that includes ensuring political commitment at national, regional and continental levels for aviation security and facilitation among others, and endorsed fifteen aviation security and facilitation Targets for Africa.

2.2 AFCAC has been requesting States to provide updates on the status of implementation of these Targets, jointly reviewed by the Secretariat and Steering Committee of the AFI-SECFAL Plan, with the assistance of the Regional Aviation Security and Facilitation Group (RASFALG-AFI) on a regular basis.

2.3 The 6th meeting of the Directors General of the Civil Aviation (DGCA6) held from 2 to 4 November 2016 in Brazzaville, Congo adopted the following priority actions in order to expedite implementation of the Windhoek Targets, for member States to reach the Global average on the effective implementation (EI) of the Critical Elements:

a) States to develop national action plans for the implementation of the Windhoek Security and Facilitation Targets;
b) States to improve their EI of ECs;
c) States to resolve all existing Significant Security Concerns (SSeCs);
d) States to implement TRIP strategy; and
e) States to ratify relevant aviation security international legal instruments.

2.4 The 30th AFCAC Plenary Session held in Livingstone, Zambia, from 4 to 5 December 2018, was briefed on the progress made and the challenges faced in implementing the Windhoek Targets. The Plenary urged the AFI Member States to actively participate in AFI SECFAL Plan in various ways, to provide information that will facilitate technical assistance and request African States in need of assistance to inform AFCAC and or ICAO Regional Offices.

3. REVIEW OF THE WINDHOEK DECLARATION AND TARGETS

3.1 At its 8th Meeting held in Kampala, Uganda in May 2019, the AFI SECFAL Plan Steering Committee identified the need to review and align the Windhoek Declaration and Targets with the ICAO Global Aviation Security Plan (GASeP) and further tasked AFCAC to lead the review process (SC08/Dec 02). The aim was to ensure harmonization of Regional Plans and initiatives relating to aviation security and facilitation in the Africa.

3.2 The Global Aviation Security Plan (GASeP), approved by the Council of ICAO on 15 November 2015, provides guidance for priority setting at the international, regional and State levels, and thus creates a framework within which aviation stakeholders can work together to meet shared objectives in support of ICAO's "No Country Left Behind" initiative to address common challenges, and guide efforts to jointly further enhance aviation security.

3.3 The meeting of the AVSEC Experts Working Group, including ICAO ESAF and WACAF Regional Officers, was convened by AFCAC from 19 to 23 November 2019 where the Windhoek Ministerial Declaration and Targets were revised and aligned with the GASeP.

3.4 The review of the Windhoek Declaration included the following actions:

a) Thorough examination of the preambular clauses and introduction of amendments to four clauses in pages 2, 3 and 4, for the Declaration to remain current;
b) Introduction of a new undertaking (no. 10) in page 6 – ***To support AFCAC as the specialized agency of the AU, in the coordination of technical assistance to States***; and
c) Amendment to Decision no. 2 and the call made to States in page 7.

3.5 The review of the Windhoek Targets on aviation security and facilitation entailed the examination of all Targets, to ensure that they are current, taking into account the status of implementation by States and deadlines, while bringing them to line with the GASeP. 3 New Targets were introduced, taking into account the untapped Key Priority Actions of the GASeP.

3.6 The proposed amendments to the Windhoek Declaration and Targets with explanations thereto, are attached to this Working Paper as Appendix A.

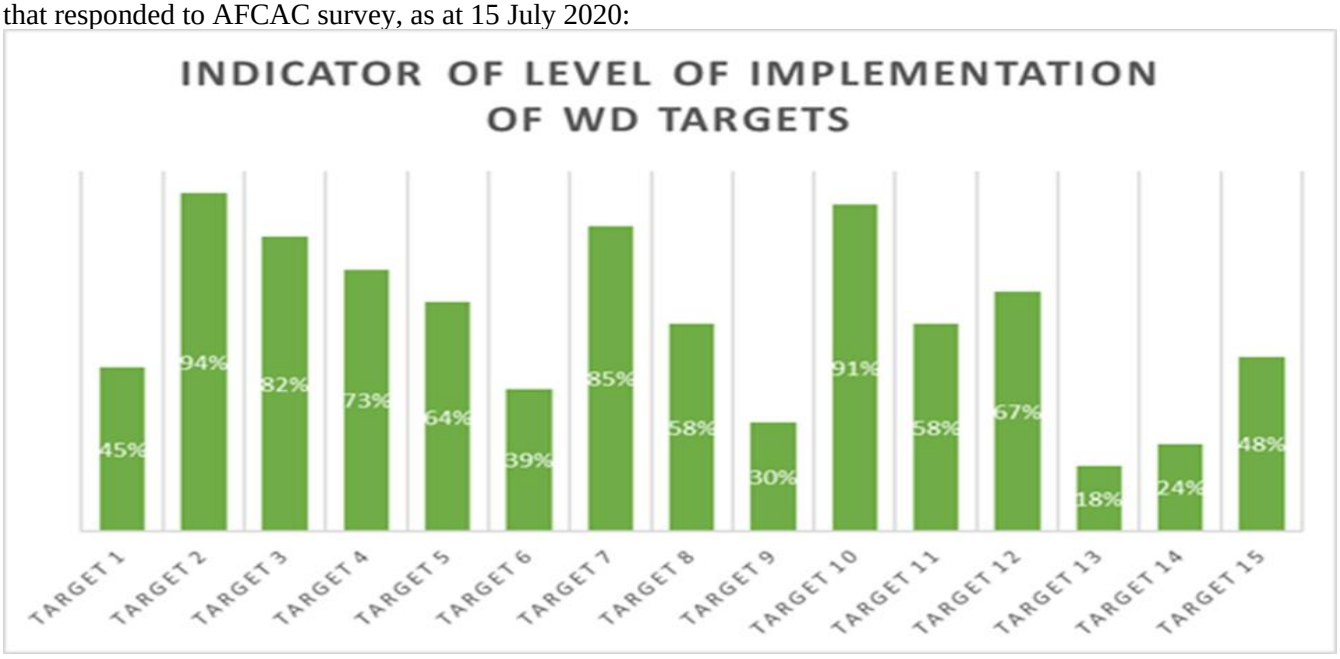
3.7 In addition, the Working Group further developed a Roadmap alongside the Windhoek Targets, which is aimed at assisting and improving the level of implementation of these Targets and the monitoring thereof.

3.8 The proposed amendments to the Windhoek Declaration and Targets were subsequently circulated to member States for necessary perusal, input and comments, and only four States responded to this call (*Benin, Botswana, Cote d'Ivoire and Nigeria).*

3.9 Should the final draft amendment of the Windhoek Declaration and Targets receive favorable consideration and endorsement of the AFI SECFAL Steering Committee, the next steps will be onward re-submission to member States and subsequently to the Committee of African Ministers for further endorsement, and subsequent approval by the AU Organs.

4. PROGRESS ON THE IMPLEMENTATION OF THE WINDHOEK TARGETS

4.1 The following graph depicts the status of implementation per Target by the thirty-three (33) States that responded to AFCAC survey, as at 15 July 2020:



4.1.1 Target 1: A minimum of fifty percent of African States achieve at least the global average of EI of the CEs by 2017, 75% of the States achieve this by 2020 and all African States by the end of 2023.

45% Compliance recorded. During the harmonization process, it was agreed that 65% is a practical target in line with the GASeP. Analysis of the recently audited AFI States was conducted by ICAO to identify common deficiencies, with 60.03% average. The number of African States meeting this Target is still far below 75%.

4.1.2 Target 2: As a matter of urgency, appropriate action is immediately taken to address all existing Significant Security Concerns (SSeCs) in the region and any new SSeCs are resolved within 3 months.

94% achieved. 2 States have SSeC recorded as follows: 1 State = 5 SSeCs and 1 State = 1 SSeC. Numerous missions by were continuously undertaken by the AVSEC Experts under the Collaborative Experts Scheme (AFI CES) with immediate effect with a view to remove the SSeCs identified in one AFI State. The support to these States was hampered by the of COVID-19 outbreak.

4.1.3 Target 3: Appropriate Authorities with clearly defined roles and sustainable resources are designated to carry out oversight functions of Aviation Security and Facilitation in at least 50% of African States by 2017 and all African States by the end of 2020.

All African States have Appropriate Authorities for the oversight of security, while **18%** States do not have adequate powers and/or resources to effectively perform oversight function. Advocacy for political commitment is still required.

4.1.4 Target 4: By the end of 2017, all States have the following written and approved National Programmes: National Civil Aviation Security Programme (NCASP), National Civil Aviation Security Quality Control Programme (NCASQCP), National Civil Aviation Security Training Programme (NCASTP) and National Air Transport Facilitation Programme (NATFP)

73% States have written and approved National Air Transport Facilitation Programmes. As per the USAP-CMA Analysis 2019, the current challenge is deficient primary and secondary legislation, consistent with current Annex 17 SARPs. ICAO has completed the development of Annex 9 - Facilitation Course, and the package is currently undergoing a validation process.

4.1.5 Target 5: All States establish functional National Civil Aviation Security Committees (NCASC) and National Civil Air Transport Facilitation Committees (NATFC) by the end of 2020.

64% States have established functional National Air Transport Facilitation Committees. ICAO held a Webinar on Facilitation Tools in response to COVID-19, to strengthen international and inter-agency cooperation for the establishment and operation of resilient and robust National Air Transport Facilitation Committees.

4.1.6 Target 6: Security Risk Management processes, which take into account ICAO's Risk Context Statement, and crisis response procedures are established in all States by the end of 2020.

39% achieved. Missions to States have indicated that most of the States lack the capacity, resources and systems (data management and analysis) to conduct Security Risk Assessment and/or Management.
4 Risk Management Workshops were held in collaboration with Partner organizations in 2019, and more are planned by popular demand.

4.1.7 Target 7: All States join the ICAO Aviation Security Point of Contact (PoC) network by the end of 2017.

85% achieved. All AFI States have joined ICAO PoC Network. However, some of the States require to update their Point of Contacts.

4.1.8 Target 8: All States develop appropriate policies for the attraction, development and retention of human resources by the end of 2017.

58% achieved. A lot remains to be done to achieve adequate political awareness and commitment. In many States, it is not because of lack of financial resources, but rather lack of prioritization of civil aviation security. AFCAC will ensure this issue is addressed in the review of the AFCAP, currently underway.

4.1.9 Target 9: All States develop sustainable aviation security and facilitation training capacities by the end of 2023.

30% compliant. Engagement with the following 8 AFI ASTCs is continuing with a view of developing tailored courses to assist States in achieving the requirements of Critical Element 4: *(EASA, Nairobi, Kenya; ACSA, Johannesburg, South Africa; ERNAM Dakar, Senegal; Duala, Cameroon; FAAN Lagos, Nigeria; Egypt; Casablanca, Morocco and Tunisia)*.

4.1.10 Target 10: All States issue only Machine-Readable Passports (MRPs) in conformance to ICAO Doc 9303 – Machine Readable Travel Documents and ensure that all non-MRPs are removed from circulation by the end of 2017.

According to the AFCAC survey results, **91% has been achieved,** whilst the ICAO records indicate that **all** African States currently issue MRPs.

4.1.11 Target 11: All States invest in improving basic sources of reliable data, such as civil registration and vital statistics systems, and establish procedures for reporting information about stolen, lost and revoked travel documents for inclusion in the INTERPOL Stolen and Lost Travel Documents (SLTD) database by end of 2020.

58% achieved. Interpol has continued to sensitize African States on the advantages and benefits of utilizing their Lost and Stolen Passports Data System, at the last 2 RASFALG-AFI meetings.

4.1.12 Target 12: At least fifty percent of all States issue only Machine-Readable Travel Documents (MRTDs) to refugees and stateless persons by end of 2017 and all States by the end of 2020.
67% achieved. States are urged to implement and seek assistance/guidance, as appropriate.

4.1.13 Target 13: At least thirty percent of all States join the Public Key Directory (PKD) by the end of 2017, at least 70% by the end of 2020 and all States by the end of 2023. 18% compliant.

ICAO has recorded 11 PKD Member State to date *(Benin, Botswana, Cote d'Ivoire, Egypt, Mali, Morocco, Nigeria, Seychelles, Tanzania, Togo and Uganda).* States are reminded to respond to the ICAO State Letter on the PKD Master list.

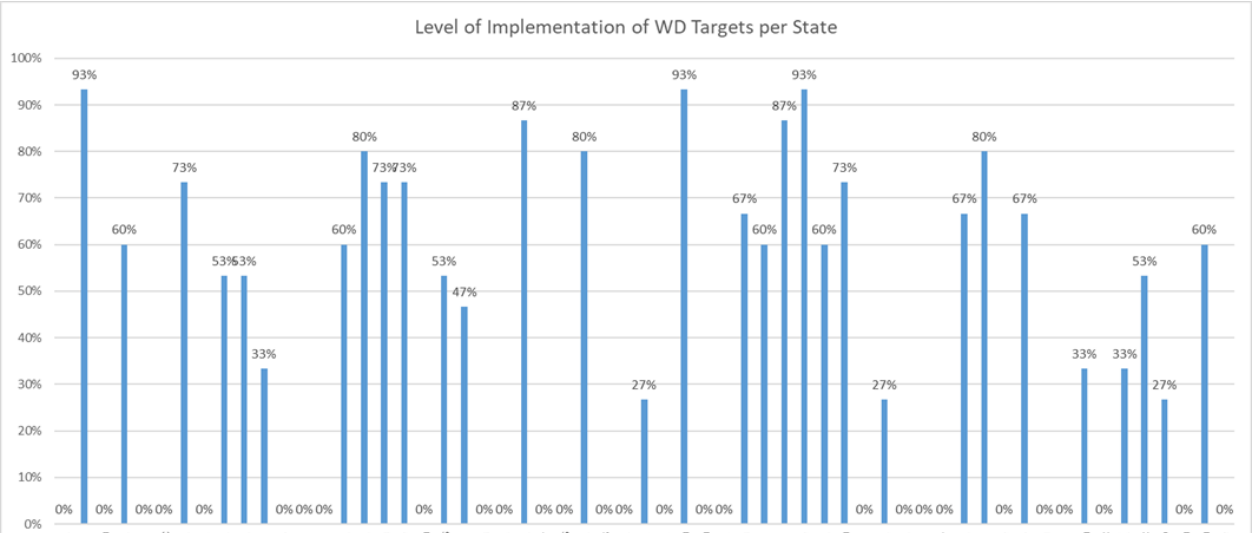
4.1.14 Target 14: All States should introduce a provision on Advanced Passenger Information (API) in their respective national legislations that adheres to the internationally recognized (PAXLST) standard for the transmission of API by the end of 2020. 24% achieved.

Based on ICAO statistics, only 2 States are implementing API. 3 Workshops were held from October 2019 to February 2020. States are encouraged to take advantage of the UN Counter- Terrorism Travel Programme Project.

4.1.15 Target 15: All States take appropriate actions to develop their ability to conduct security risk assessments to protect civil aviation against any possible threat scenario, including but not limited to, Person-borne Improvised Explosive Devices (IEDs), Man Portable Air Defence Systems (MANPADS), IEDs in cargo, insider threat, etc. by the end of 2023. 48% achieved.

3 Workshops were held over the period July 2019 and January 2020. However, other States are encouraged to take the advantage of the available workshops to achieve optimal level of compliance.

4.2 The graph below shows the level of implementation of all Targets by each State:



5. CONCLUSION

5.1 The regional approach to enhance aviation security and facilitation in Africa through the ICAO AFI SECFAL Plan established in 2015 has resulted in significant improvement to Aviation security and facilitation in Africa and the adoption of the revised Windhoek Declaration and Targets should be strongly encouraged.

5.2 The collaboration between AFCAC and ICAO, including joint planning of assistance missions, resource optimization and capacity building for the benefit of member States, has been successful so far. This will further be strengthened to ensure effectiveness of the on-going implementation of Windhoek Targets.

5.3 The operationalization of the Cooperative Scheme of Aviation Security and Facilitation Experts (AFI-CES) of reinforcement of the roster of Experts will enhance the assistance to States and the efforts towards the implementation of the Windhoek Targets and recommended actions of the 6th meeting of the Directors General of the Civil Aviation (DGCA/6).

6. ACTIONS BY THE MEETING

6.1 The Steering Committee is invited to:

a) take note of the content of the Working Paper and its appendices and associated documentation;

b) consider the proposed amendments to the revised Windhoek Declaration and Targets, for onward submission to member States to reflect on the outcomes of this meeting and subsequent approval by the organs of the AU;

c) note the progress made in the implementation of the Windhoek Targets;

d) urge African member States to put more effort and provide update on actions taken in order to meet the objectives of the Windhoek Declaration and set Targets; and

e) invite African member States to designate their Aviation Security Experts respectively under the Cooperative Experts Scheme (AFI-CES), and those States in need of technical assistance to take advantage of the Scheme and request for technical assistance through Scheme.