English Version

INTERNATIONAL CIVIL AVIATION ORGANIZATION

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

9th STEERING COMMITTEE MEETING

(28th 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)

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.

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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.

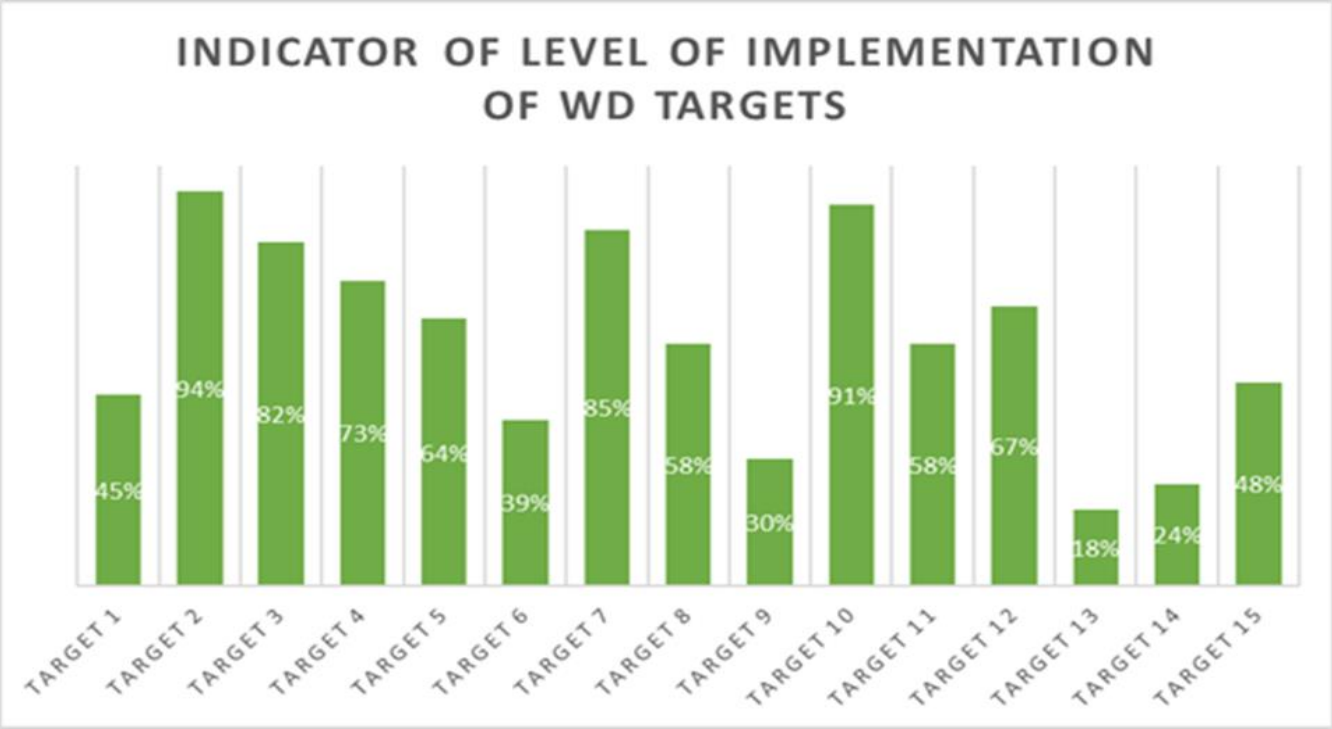
3.7 In addition, the Working Group further developed a Roadmap alongside the Windhoek Targets, which is aimed at assisting and improving the level of implementation of these Targets and the monitoring thereof.

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 two 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.

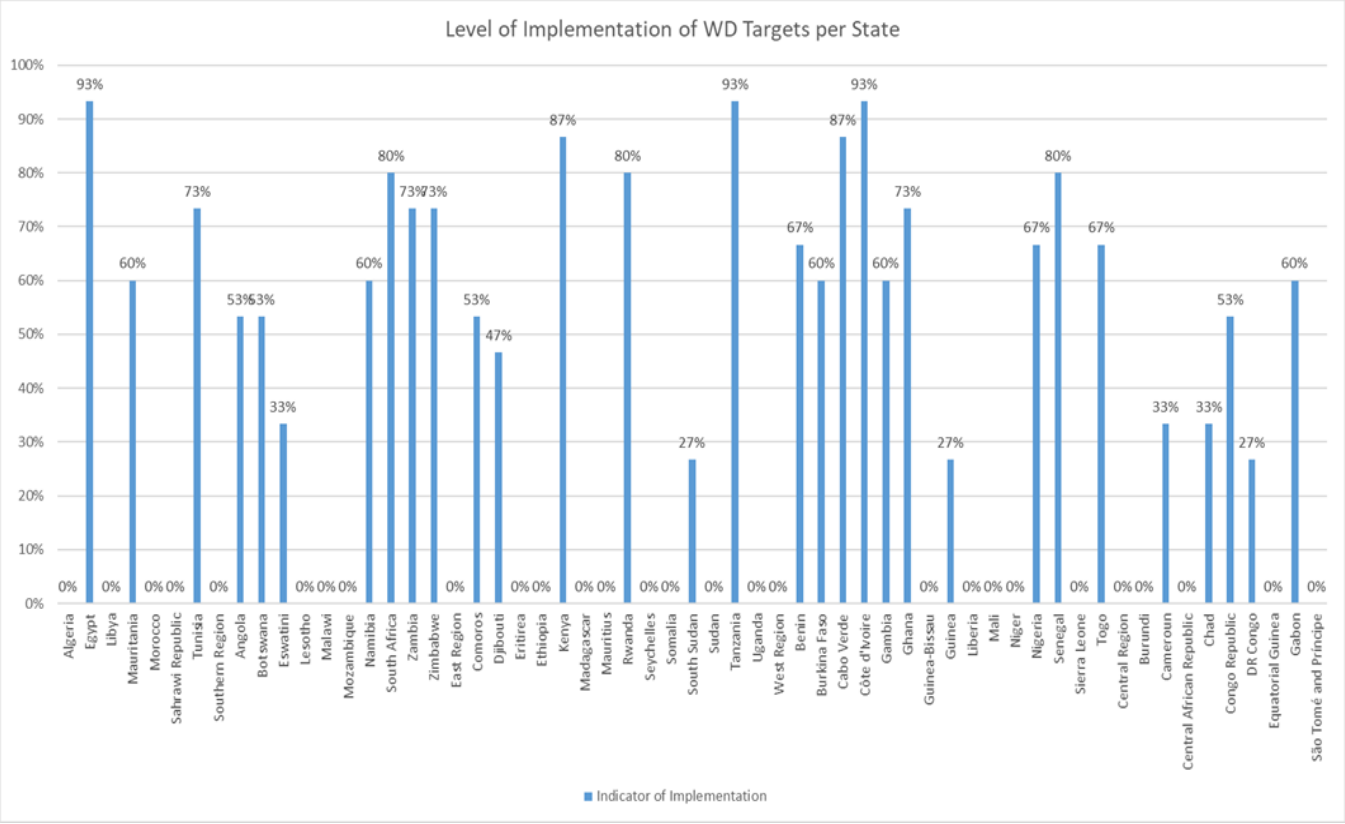
4.1.14 Target 14: All States should introduce a provision on Advanced Passenger Information (API) in their respective national legislations that adheres to the internationally recognized (PAXLST) standard for the transmission of API by the end of 2020.

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.

AFRICAN UNION **UNION AFRICAINE**

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MINISTERIAL CONFERENCE ON AVIATION SECURITY AND FACILITATION IN AFRICA

7 APRIL 2016

WINDHOEK, REPUBLIC OF NAMIBIA

WINDHOEK DECLARATION ON AVIATION SECURITY AND FACILITATION IN AFRICA

WINDHOEK DECLARATION ON
AVIATION SECURITY AND FACILITATION IN AFRICA, 7th APRIL 2016

We, African Ministers responsible for Civil Aviation Security and Facilitation, meeting in Windhoek, Republic of Namibia on 7 April 2016, on the occasion of the Ministerial Conference on aviation security and facilitation in Africa organized by the African Civil Aviation Commission (AFCAC) under the auspices of the African Union Commission (AUC);

Mindful of the Convention on International Civil Aviation done in Chicago on 7 December 1944;

Mindful of the Constitutive Act of the African Union (AU) adopted in Lomé, Togo, on 11 July 2000, particularly Articles 14, 15 and 16 thereof which entrust the AUC with the role of coordination in the transport, communication and tourism sectors;

Mindful of the Treaty Establishing the African Economic Community signed in Abuja, Nigeria, in June 1991;

Mindful of the Organization of African Unity (OAU) Convention on the Prevention and Combating of Terrorism adopted in Algiers, Algeria on 14 July 1991 and entered into force on 6 December 2012, which provides requisite conditions for the African Union Commission to build a framework to fully and effectively provide response to ever changing threats on the continent including civil aviation;

Mindful of the AU Agenda 2063, which amongst others provides for the implementation of the Yamoussoukro Decision towards the establishment of a Single African Air Transport Market (SAATM) and African Continental Free Trade Agreement (AfCFTA), the introduction of an African passport issued by Member States, capitalizing on the global migration towards ePassports, and the abolishment of visa requirements for all African citizens in all African Countries ~~by 2018~~;

Mindful of the third AU Conference of Ministers responsible for Air Transport held in Addis Ababa, Ethiopia, from 7 to 11 May 2007, under the theme "Achieving a single, safe and secure airspace for Africa's development and integration" which adopted the Declaration on aviation security in Africa and subsequently endorsed by the AU Assembly of Heads of State and Government in Accra, Ghana on 29 June 2007, through Decision EX.CL/Dec.359 (XI) and supplemented by specific policy contained in the African Civil Aviation Policy adopted by the Second African Union Conference of Ministers of Transport conducted in Luanda, Angola from 21 to 25 November 2011 under the theme: "Consolidating the transport sector for the stimulation of economic integration in Africa" endorsed by the AU Assembly of Heads of State and Government in Addis Ababa on 23 to 27 January 2012 through Decision EX.CL/Dec.682 (XX);

Mindful of the strong links between the Strategic Objectives of the International Civil Aviation Organization (ICAO) and the United Nations 2030 Agenda for Sustainable Development, especially in recognition that safe and secure aviation and global connectivity contribute essentially to socio-economic development;

Mindful of the Third African Union Conference of Ministers responsible for Air Transport, held from 7 to 11 May 2007 in Addis Ababa, Ethiopia, which adopted the Declaration on Aviation Security in Africa that was later endorsed by the AU Assembly in June 2007;

Mindful of the adoption of the Abuja Declaration on Civil Aviation Security in Africa by the African Ministers in charge of aviation security together with regional and international organizations, on 13 April 2010, in which they affirmed their commitment to preventing unlawful interference with civil aviation in all forms, with particular attention being placed on countering terrorist threats against civil aviation;

Mindful of the Regional Conference on aviation security, held in Dakar, Senegal, 17 to 18 October 2011, where African States appreciated ICAO's leadership role and agreed to intensify cooperation to enhance aviation security;

Mindful of the African Civil Aviation Policy (AFCAP) adopted by the Second Conference of the AU Ministers of Transport, in Luanda, Angola on 25 November 2011 and the strategies and commitments developed in the Declaration, subsequently endorsed by the Summit of Heads of State and Government, in Addis Ababa, Ethiopia, on 27 January 2012;

Mindful of the meeting of African Ministers of Transport held in Luanda, Angola, from 21 to 25 November 2011 which deliberated on aviation security and agreed on several issues notable of which was the need to establish a Regional Aviation Security Group and set up a Counter Terrorism Research Unit within the African Centre for the Study and Research on Terrorism and to coordinate the implementation of the Abuja Declaration and Roadmap;

Mindful of the new Constitution of the AFCAC, a specialized agency of the African Union, that came into force provisionally on 11 May 2010;

Mindful of the role of the New Partnership for Africa's Development (NEPAD) as a framework for the development of Africa;

Mindful of the United Nations Security Council resolutions: 1373 (2001) *on threats to international peace and security caused by terrorist acts*; 1624 (2005) *on threats to international peace and security*; and 2178 (2014) *on threats to international peace and security caused by foreign terrorist fighters*;

Mindful of the various programmes, objectives and targets currently being pursued under ICAO's No Country Left Behind (NCLB) campaign ~~launched in 2014~~, including the Global Aviation Security Plan (GASeP);

Considering that the Comprehensive Regional Implementation Plan for Aviation Security and Facilitation in Africa (AFI SECFAL) Plan was unanimously supported by States at the AFI Aviation Security Meeting in Dakar, Senegal, on 28 May 2014, endorsed at the 24th Extraordinary Plenary Session of the AFCAC, held from 1 to 4 July 2014 in Dakar, Senegal; and approved by the ICAO Council as an ICAO programme at its 203rd Session on 29 October 2014;

Considering the importance of aviation security and facilitation in air transport industry development world-wide, and its impact on national economic development particularly in Africa;

Considering the compelling need to continuously improve aviation security and facilitation in Africa and the need to urgently find immediate and sustainable resolution to deficiencies in aviation security;

Commending ICAO for its continued technical assistance to Africa, including the establishment of the

AFI SECFAL Plan and the support given to AFCAC in the establishment of the African Regional Aviation Security and Facilitation Group ~~(RASFG-AFI)~~ (RASFALG-AFI) and subsequently the Cooperative Experts Scheme (AFI CES);

Having considered the Report of the Experts who met in Windhoek, Namibia, from 4 to ~~6~~ 7 April 2016.

Concerned by:

1. Recent aviation security terrorist attacks;

2. Challenges in safeguarding international civil aviation in a demanding aviation security environment;

3. Inadequate enforcement powers allocated to the designated Appropriate Authority for aviation security oversight;

4. Inadequacy of financial resources to ensure effective development and implementation of Primary Legislation and Regulations on aviation security and facilitation;

5. Insufficient States' capacity and capability to address tenuous security environment, conflict zones, new and emerging threats, including insider threats, insurgents and transnational criminal group activities;

6. Inadequate levels of effective implementation of the critical elements of an aviation security oversight system, compliance with the ICAO SARPs related to ICAO Annex 17 - Security and security related provisions of Annex 9 - Facilitation, implementation of States' Corrective Action Plans;

7. Insufficient effective National Programmes: National Civil Aviation Security Programme (NCASP), National Civil Aviation Security Training Programme (NCASTP), National Civil Aviation Security Quality Control Programme (NCASQCP) and National Air Transport Facilitation Programme (NATFP);

8. Insufficient functioning of the National Aviation Security and Air Transport Facilitation Committees and the challenges in establishing a national coordination mechanism for facilitation and aviation security;

9. Weak security and facilitation culture;

10. Insufficient number of competent/skilled aviation security professionals;

11. Low level of States' participation to ICAO Public Key Directory (PKD);

12. Challenges in harmonization and intensification of assistance and capacity-building efforts;

13. Insufficient guidance and training for implementation of the security-related provisions of Annex 9 – *Facilitation*;

14. Insufficient systems and tools for the efficient and secure reading and verification of Machine Readable Travel Documents (MRTDs) at borders, including use of the ICAO Public Key Directory and the INTERPOL Stolen and Lost Travel Documents (SLTD) database; and

15. Slow pace of the implementation of border control and aviation security requirements of Security Council Resolution 2178 (2014), including the use of Advance Passenger Information (API); and

Recalling:

1. The importance of air transport in the economic development of the Continent particularly the attendant increased interactions among peoples, and wealth creation resulting from the various forms of exchanges so facilitated; and

2. The role of the ICAO in fostering the development of international civil aviation;

Reaffirming:

1. The urgent need to implement national, regional and continent-wide strategies on aviation security and facilitation in the African continent with a view to promoting aviation as a viable mode of transport which enhances Africa's development and integration;

2. The need for the full implementation of the Memorandum of Cooperation (MOC) between the AUC, AFCAC and ICAO; and

Welcoming the various initiatives undertaken by sector organizations in the continent and by Regional Economic Communities (RECs) and partners;

Undertake to:

1. Ensure political commitment at the national, regional and continental level for aviation security and facilitation;

2. Meet our States' aviation security and facilitation obligations under the Convention on International Civil Aviation (the Chicago Convention), including ensuring effective aviation security oversight;

3. Ensure the implementation of the policy objectives, commitments, regulations and strategies on aviation security and facilitation as adopted in the AFCAP;

4. Ensure that aviation security is given its due consideration in States' National Development Plans;

5. Accelerate the establishment and strengthening of Appropriate Authorities with sufficient independent regulatory oversight for aviation security;

6. Ensure the provision of sustainable funding and other resources to carry out effective aviation security oversight and implementation of aviation security and security-related facilitation measures;

7. Ensure that the provisions of ICAO Annexes 17 and 9 related to the establishment of National Civil Aviation Security Committees (NCASC) and National Air Transport Facilitation Committees (NATFC) are implemented;

8. Ensure the development of sustainable national programmes within the States, including National Civil Aviation Security Programme (NCASP), National Civil Aviation Security Training Programme (NCASTP), National Civil Aviation Security Quality Control Programme (NCASQCP) and National Air Transport Facilitation Programme (NATFP);

9. Support the effective implementation of the ICAO Aviation Security Assistance and Capacity Building Strategy, the Comprehensive Regional Implementation Plan for Aviation Security and Facilitation in Africa (AFI SECFAL Plan);

10. Support AFCAC, as the AU specialized agency in all civil aviation matters, in its activities relating to facilitating aviation security technical assistance to African States, through the Cooperative Experts Scheme (AFI CES), aimed at addressing identified aviation security deficiencies and improving security in line with the Targets set under this Declaration;

~~10~~11. Ensure the timely resolution of all Significant Security Concerns (SSeCs) and deficiencies identified through the Universal Aviation Security Audit Programme – Continuous Monitoring Approach (USAP-CMA) and ensure the progressive increase in the Effective Implementation (EI) rate of ICAO's eight Aviation Security Oversight Critical Elements to no less than the world average, as determined in the GASeP;

~~11~~12. Promote the introduction of self-service options at airports to increase throughput of passengers and reduce crowding in vulnerable areas;

~~12~~13. Ensure effective implementation of border control and aviation security requirements of Security Council Resolution 2178 (2014), including the use of Advance Passenger Information (API);

~~13~~14. Ensure the inclusion of the INTERPOL Stolen and Lost Travel Document (SLTD) Database screening solutions within the AFI SECFAL Plan;

~~14~~15. Support and encourage the extension of the INTERPOL Secure Global Communication System (I-24/7) beyond National Central Bureaus (NCB's) and more importantly to Border Control Points for access and effective use of the SLTD Database;

~~15~~16. Ensure the coordination with relevant authorities for the removal of all non-Machine-Readable Passports (MRP) from circulation;

~~16~~17. Increase the effective use of ICAO Aviation Security Point of Contact (PoC) network for real time information sharing;

~~17~~18. Ensure the availability and retention of sufficient and competent/skilled aviation security and facilitation professionals;

~~18~~19. Make resources available to AFCAC to enable it to effectively discharge its responsibilities in aviation security and facilitation;

~~19~~20. Coordinate with relevant authorities to conduct risk assessments on the threats affecting civil aviation;

~~20~~21. Cooperate and collaborate regionally and bilaterally to share information, as well as to provide technical assistance; and

~~21~~22. Promote sub-regional cooperation in the field of aviation security and facilitation training.

Decide to:

1. Adopt the Aviation Security and Facilitation Targets annexed to this Declaration and ensure the implementation of the ICAO AFI SECFAL Plan which aims to enhance aviation security and facilitation in a sustainable manner;

2. Direct AFCAC Secretariat to establish effective monitoring, evaluating and reporting mechanisms for this Declaration and Targets set herein;

3. Take the necessary steps to ratify all International conventions on Aviation Security and Facilitation;

4. Ensure active participation by the relevant Ministers at high-level aviation security and facilitation meetings; and

5. Ensure active participation at all ICAO and AFCAC events that promote aviation security and facilitation;

Make a Solemn Appeal to the ICAO, the United Nations Economic Commission for Africa (UNECA), the African Development Bank (AfDB), the World Bank (WB) and all Civil Aviation development partners and organizations to support the aviation security and facilitation programmes of the AU;

Urge African States and Regional Economic Communities (RECs) to foster cooperation in the air transport sub-sector;

Urge States manufacturing facilitation and aviation security equipment and software to remove all restrictions of selling and exporting those equipment and software to protect civil aviation against Acts of unlawful interference;

Call on African States to provide resources and support the implementation of the ICAO AFI SECFAL Plan, this Declaration and Targets set herein; and

Request the AUC to submit for endorsement this Declaration to the next AU Assembly of Heads of States and Government of the AU.

Done and adopted in Windhoek, Republic of Namibia on this 7th day of April 2016.

APPENDIX A

Proposed Windhoek Targets Aligned with the Global Aviation Security Plan

No.	Existing Targets	New Targets	Justification / Comments	Proposed Activities	Responsibility	Projected Outcome
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.	A minimum of a) 80 per cent of African States reach above 65 per cent effective implementation of Critical Elements by 2020; b) 90 per cent of African States reach above 80 per cent by 2023; c), 100 per cent of African States reach above 90 per cent by 2030.	The new deadlines are aligned with the GASeP Target. The GASeP was approved by the Council of ICAO on 15 November 2015.	• *Establish a framework to enable rectification of gaps identified under the USAP-CMA and implement immediate response measures.* • *Analyse national quality control data to identify implementation issues that are systemic and require attention at a foundational level.* • *Encourage the development of action plans and identification of possible channels of assistance, training or knowledge transfer in support of USAP-CMA audits.* • *Develop an assessment and technical assistance programme in order to effectively monitor and promote the implementation of this Target.*	*AFCAC and States*	• *Improved EI of CEs by Regional States.* • *Effective implementation of airport security programmes.*
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 after notification by ICAO.	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 after notification by ICAO.	No amendment proposed. The Target is linked to Priority no. 1 of the GASeP: "Threat and Risk"	• *Enhance the implementation of assistance to States with SSeCs, as a matter of priority in line with the programme mentioned in Target 1 above.*	*AFCAC, ICAO, States, Partners*	• *Timely resolution of SSeCs.*

No.	Existing Targets	New Targets	Justification / Comments	Proposed Activities	Responsibility	Projected Outcome
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.	Strengthened Appropriate Authorities with adequate resources to ensure effective implementation of oversight functions of Aviation Security and Facilitation in all African States by the end of 2020.	This Target is related to Priority 4 of the GASeP. All States have already established Appropriate Authorities, however they lack adequate resources for the implementation of oversight activities (Audit results CEs 4 to 8).	• *Conduct awareness missions and advocate for political commitment at a State level.* • *Follow-up activities to determine the results/impact.*	*AFCAC and States*	• *Sufficient resources to ensure effective implementation of oversight functions.*
4.	By 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).	By the end of 2020, 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).	This Target is not directly addressed by GASeP, but can be linked to Priority 4 of the GASeP. The Target was deferred to 2020 because few African States are still yet to achieve this Target. USAP data for ICAO audited AFI States: NCASP (3.1.1): 12.90%	• *Provide AVSEC and FAL assistance needs based on States' requests.* • *Implement a flexible mechanism for the maintenance of the National Programmes.* • *Organize and conduct training on the development of Security and Facilitation Programmes.*	*AFCAC and States*	• *Approved and implemented National Programmes.*

No.	Existing Targets	New Targets	Justification / Comments	Proposed Activities	Responsibility	Projected Outcome
			NCASQCP (3.4.4):77.42% NCASTP (3.1.7): 77.42% NATSFP (Annex 9, 8.17): 64.52%			
5.	States establish functional National Civil Aviation Security Committees (NCASC) and National Civil Air Transport Facilitation Committees (NATFC) by the end of 2020.	By the end of 2020, all African States shall have established functional National Civil Aviation Security Committees (NCASC) and National Civil Air Transport Facilitation Committees (NATFC).	Not directly addressed by GASeP, but can be linked to Pillar 5 of the GASeP. Approximately 50% of African States are yet to achieve this Target.	• *Create awareness and advocate political support to States to establish effective National Committees.*	*AFCAC and States*	• *Functional National Committees established.*
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.	By the end of 2023, all States to have established security risk management processes, which take into account ICAO's Risk Context Statement and crisis response procedures.	This Target is linked to GASeP Priority Outcome 1: "Enhance Risk Awareness and response". States' performance according to ICAO USAP-CMA Results: Risk Management 62% Crisis Management 76.88%	• *Promote risk awareness through workshops, training and seminars.* • *Review of reports of the USAP CMA audit results to determine prevailing deficiencies.* • *Perform national and regional risk assessment to determine threat level.*	*States, AFCAC and Partners*	• *Effective security risk assessment methodology established by States.* • *Enhanced Effective Implementation of Critical Elements of State Security oversight systems (EI).* • *Effective implementation of preventive security measures.*
7.	All States join the ICAO Aviation Security Point	All States to regularly update the PoC network and promote	This Target is linked to GASeP Priority	• *Encourage States to utilize the PoC network.*	*AFCAC, ICAO Ros*	• *PoC network regularly updated and utilized.*

No.	Existing Targets	New Targets	Justification / Comments	Proposed Activities	Responsibility	Projected Outcome
	of Contact (PoC) network by the end of 2017.	its use to improve the regional information sharing mechanism.	Action 1.1. "Keep global threat picture under regular review and enhance dissemination of threat and risk advice". The PoC network is increasingly being used to distribute important security related information.	• *Provide guidance and encourage member States that have not joined the AVSEC Point of Contact network, to do so.* • *Compile periodic reports on participation in PoC network.* • *Provide updated PoCs list to ICAO and AFCAC.* • *Provide the necessary infrastructure to facilitate the implementation of the PoC network.*	*and States*	
8.	All States develop appropriate policies for the attraction, development and retention of human resources by the end of 2017.	All States develop appropriate policies for the attraction, development and retention of human resources by the end of 2023.	This Target is linked to GASeP Priority Outcome 2: "Develop security culture and human capacity".	• *Facilitate sufficient funding for a robust trained and motivated security workforce.*	*AFCAC, States and Partners*	• *Professionalized work force.* • *Improved work performance.* • *Optimal utilization of resources.* • *Reduced rate of turnover of security personnel.*
9.	All States develop sustainable aviation security and facilitation training capacities by the end of 2023. This may include adapting existing courses to the local needs, developing online and blended learning training, and	All States develop sustainable aviation security and facilitation training capacities by the end of 2023. This may include adapting existing courses to the local needs, developing online and blended learning training, and training of course developers.	No amendment proposed. This Target is linked to GASeP Priority Outcome 2: "Develop security culture and human capacity". A number of workshops and	• *Encourage Aviation Security Training centers (ASTCs) to share resources including curriculum development, instructors and exchange programmes.* • *Support development of training material on new and emerging threats.*	*AFCAC, States ASTCs and Partners*	• *Improvement in quality of training.* • *Effective implementation of National Civil Aviation Security Training Programme.*

No.	Existing Targets	New Targets	Justification / Comments	Proposed Activities	Responsibility	Projected Outcome
	training of course developers.		training courses have been provided to support States to meet this 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.	All States issue only Machine-Readable Passports (MRPs) in conformance to ICAO Doc 9303 – Machine Readable Travel Documents by the end of 2020.	The Target has been met by 97% of ICAO audited States.	• *Issue periodic reminders to non-conforming States and provide assistance, as appropriate.*	*AFCAC*	• *Only MRPs issued by States.*
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.	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 the end of 2023.	The Target is not addressed by GASeP. 45 % of ICAO audited AFI States have achieved the Target with regards to establishing procedures for reporting information about SLTDs.	• *Improve coordination between the CAAs and the relevant authorities with regards to the reliable civil registration and vital statistics systems.* • *Invest in improving basic sources of reliable data, such as civil registration and vital statistics systems.* • *Establish procedures, as required, and provide information to ICAO on actions taken towards the implementation of the INTERPOL SLTD database.*	*AFCAC and States*	• *Reliable data obtained.* • *Reporting system on SLTDs established.*

No.	Existing Targets	New Targets	Justification / Comments	Proposed Activities	Responsibility	Projected Outcome
				• *Increase States' awareness and collaboration for a sound civil registration system.*		
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.	All States issue only Machine-Readable Travel Documents (MRTDs) to refugees and stateless persons by the end of 2023.	The Target is not addressed by GASeP. 41 % of ICAO audited AFI States have achieved the Target.	• *Establish procedures and provide information to ICAO on actions taken.* • *Provide assistance to States, as appropriate.*	*AFCAC, ICAO and States*	• *Only MRTDs issued to Refugees and Stateless Persons.*
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.	At least fifty percent of all States join the Public Key Directory (PKD) by the end of 2023, and all States by the end of 2030.	The Target is not addressed by GASeP. Only 16% of ICAO audited States have joined PKD as at 31 October 2019. One of the challenges identified is the fee for joining PKD.	• *Consider funding mechanism to support States to join the KPD.* • *Perform awareness campaign through AFI SECFAL Plan and related work programs, Windhoek Declaration and Targets, and promote joining of ICAO PKD.* • *Conduct capacity building seminars/workshops on ICAO TRIP Strategy at Regional and State levels.*	*AFCAC and States*	• *Increase in PKD membership.*
14.	All States should introduce a provision on Advanced Passenger Information (API) in their respective national legislation that adheres	All States shall implement Advanced Passenger Information (API) and Passenger Name Record (PNR) by the end of 2023.	The Target is not addressed by GASeP. Out of the 51 ICAO audited States, 42%	• *Conduct seminar on API/PNR with the assistance of Partners.* • *Develop appropriate legislative framework.* • *Put in place the necessary resources to implement API/PNR.*	*AFCAC, ICAO, States, Partners*	• *API/PNR implemented by all States*

No.	Existing Targets	New Targets	Justification / Comments	Proposed Activities	Responsibility	Projected Outcome
	to the internationally recognized (PAXLST) standard for the transmission of API by end of 2020.		have a provision in their respective national legislation on the API. Only 2 States are transmitting the API. Introduction of a new Target in relation to PNR is due to the fact that the ICAO Annex 9 provision related thereto will be binding to States very soon, in line with the UNSCR 2396.			
15.	All States take appropriate actions to develop their ability to conduct risk assessments to protect civil aviation against any possible threat scenario, including but not limited to person-borne improvised	All States take appropriate actions to develop their ability to conduct risk assessments to protect civil aviation against any possible threat scenario, including but not limited to person-borne improvised explosive devices (PBIEDs), Man-Portable Air Defence Systems (MANPADS), IEDs in	No amendment proposed. This Target is linked to GASeP Priority Outcome 1: "Enhance risk awareness and response".	• *Promotion of risk awareness through workshops and seminars.* • *Review of reports of the USAP CMA audit results to determine prevailing deficiencies.* • *Perform national and regional risk assessment to determine threat level.*	*States and AFCAC*	• *Effective security risk assessment methodology and register established by States.* • *Enhanced Effective implementation of Critical Elements of State Security oversight systems (EI)* • *Effective implementation of preventive security measures*

No.	Existing Targets	New Targets	Justification / Comments	Proposed Activities	Responsibility	Projected Outcome
	explosive devices (PBIEDs), Man-Portable Air Defence Systems (MANPADS), IEDs in cargo, insider threats, etc. by 2023.	cargo, insider threats, etc. by 2023.		• *Identify and evaluate new and emerging threats and formulate mitigation measures, e.g. Remotely Piloted Aircraft Systems, MANPADS, insider threats, landside security threats, cyber threat, etc., in line with the ICAO Risk Context Statement.*		• *Measures in place to mitigate new and emerging threats (Remotely Piloted Aircraft Systems, MANPADS, insider threats, landside security threats, cyber threat, etc.) in line with the ICAO Risk Context Statement.*
16.		**Target 16:** All States take appropriate actions to develop a strong security culture at all levels within the organizations by 2023.	The GASeP Priority Action 2 "Develop security culture and human capability", is not included in the Windhoek DeclarationsTargets	• *Promote development of security awareness programmes, including training, workshops and seminars that effectively promote a positive security culture.* • *Ensure that the national programmes for quality control have provisions to effectively monitor implementation of security culture.* • *Encourage reporting culture in all security related incidents by all stakeholders.* • *Consider the possibility of introducing incentives for those who provide information relating to aviation security.*	*States, AFCAC, ICAO and Partners*	• *Security culture enhanced.* • *Effective allocation of security resources.* • *Incidents promptly reported.* • *Reduction in security incidents.*
17		**Target 17:** All States set minimum technical specification for	Priority Action 3 of the GASeP: "Improve	• *Conduct outreach activities to promote the use of appropriate*		• *Increased detection capabilities.*

No.	Existing Targets	New Targets	Justification / Comments	Proposed Activities	Responsibility	Projected Outcome
		security equipment and other innovative means of detection techniques, certification processes and operational use, including human factors, by 2023.	technological resources and foster innovation".	*technology, including human factors considerations.* • *Establish detailed threat identification for each type of security equipment.* • *Organize workshops on security equipment specifications.* • *Provide information sharing platforms and assess available technologies on each type of security equipment.*	*States and AFCAC*	• *Enhancement of availability of screening and other security equipment and effective implementation of security procedures.*
18		**Target 18:** All States increase collaboration between and within States in order to achieve key security objectives more quickly and efficiently.	Priority Action 5 of the GASeP: "Increase cooperation and support"	• *Coordinate the implementation of various regional declarations/programs in the field of aviation security.* • *Encourage participation by and support from the Regional Bodies and States to implement aviation security projects.* • *Solicit support from the African Union Commission and its technical body for aviation security.* • *Ensure that a Regional database of aviation security training centres and experts is established and maintained by the Regional AVSEC/FAL Groups.*	*States, AFCAC and Partners*	• *Harmonized approach to the implementation of SARPs.* • *Availability of resources to support implementation and coordination of AVSEC programmes.* • *Increased awareness on UNSCR provisions pertaining to aviation security and facilitation.*

No.	Existing Targets	New Targets	Justification / Comments	Proposed Activities	Responsibility	Projected Outcome
				• *Encourage implementation of UNSC Resolution 2309 (2016) and GASeP's objectives/Roadmap to local entities involved in aviation security and facilitation.*		
19		**Target 19:** All States implement an Action Plan for Windhoek Declaration and Targets aligned with GASeP by the end of 2030.	This Target was approved by the 29th AU Summit held from 3rd – 4th July 2017 Assembly.	• *Develop a template to assist States in the development of the Action Plan for the Windhoek Security and Facilitation Targets.* • *Ensure the actions are implemented in all States in accordance with the Action plan developed by the States.* • *Submit the implementation status to AFCAC bi-annually, through a reliable and secure system.* • *Monitor the implementation of the Action Plan and provide periodic progress report to the relevant bodies.*	*AFCAC and States*	• *Tool available to monitor implementation of the Windhoek Targets.* • *Implementation status of Action Plans for the Windhoek Targets recorded and available.*

NB: The ICAO statistics provided in this document are valid as at 31 October 2019.