



ICAO

**INTERNATIONAL CIVIL AVIATION
ORGANIZATION**

AFI AVIATION WEEK – EIGHTH EDITION



(Nairobi, Kenya 21 - 25 August 2023)

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

**TWELFTH STEERING COMMITTEE MEETING
(Nairobi, Kenya, 2023)**

Agenda Item: Status report on the implementation of the Revised Windhoek Declaration and Targets.

(Presented by the African Civil Aviation Commission)

EXECUTIVE SUMMARY

This Paper provides a comprehensive update on progress made by AFCAC Member States in pursuit of implementing the Windhoek Targets for Aviation Security and Facilitation. It discusses the obstacles encountered and presents a potential path ahead to support the Member States in attaining the set targets.

The actions pertaining to this paper are outlined in Paragraph 4.

1. INTRODUCTION

1.1 During the meeting of Ministers responsible for Civil Aviation Security and Facilitation in Africa, which took place in Windhoek, Republic of Namibia, from 4 to 7 April 2016, the Ministers adopted the Aviation Security and Facilitation Declaration. They also established specific targets aimed at promoting sustainable improvements in aviation security and facilitation across the African region.

1.2 Additionally, the Ministers urged African member States to allocate resources and assist in implementing the ICAO AFI SECFAL Plan. Furthermore, they requested the African Union Commission (AUC) to present the Windhoek Declaration to the Assembly of Heads of State and Government of the African Union (AU). Subsequently, during its January 2017 Summit, the AU endorsed and approved the declaration.

English Version

1.3 The Declaration and associated Targets on Aviation Security and Facilitation in Africa were endorsed by the Heads of State and Government of the African Union. They also directed the African Civil Aviation Commission (AFCAC) to oversee and provide updates on the progress of their implementation. They also directed the African Civil Aviation Commission (AFCAC) to oversee and provide updates on the progress of their implementation.

English Version

2. BACKGROUND

2.1 The Ministerial Conference mentioned above acknowledged the significance of ICAO policies in promoting the advancement of air transport and economic prosperity. As a result, they embraced a Declaration that encompasses various elements, including the assurance of political dedication at national, regional, and continental levels towards aviation security and facilitation. Additionally, they endorsed fifteen specific targets concerning aviation security and facilitation in Africa.

2.2 On a regular basis, AFCAC has been urging States to furnish updates on the progress of implementing these Targets. The updates are jointly reviewed by the Secretariat and Steering Committee of the AFI SECFAL Plan, with the support of the Regional Aviation Security and Facilitation Group (RASFALG-AFI).

2.3 At the 6th meeting of the Directors General of Civil Aviation (DGCA6) held in Brazzaville, Congo from 2 to 4 November 2016, the following priority actions were adopted. These actions aimed to accelerate the implementation of the Windhoek Targets, with the objective of member States achieving the global average for effective implementation (EI) of the Critical Elements (CE):

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

4. REVIEW OF THE WINDHOEK DECLARATION AND TARGETS

4.1. Three Additional Targets

Approval of the Windhoek Declaration and its targets occurred during the 40th ordinary session of the AU's 41st Executive Council, held in Addis Ababa, Ethiopia from 2 to 3 February 2022, as indicated in decision EX.CL/Dec.1143-1167(XL). This approval was a response to a request made by the Steering Committee of the AFI SECFAL Plan, which recognized the necessity to review and align the Windhoek Declaration and its targets with the ICAO Global Aviation Security Plan (GASeP) on a global scale. These targets are;

Target 16: - requires all African states to develop a strong security culture at all levels within their organizations by the end of 2023;

Target 17: - aims for all African states to establish minimum technical specifications for security equipment and other innovative means of detection techniques, certification processes, and operational use, including human factors, by the end of 2023; and

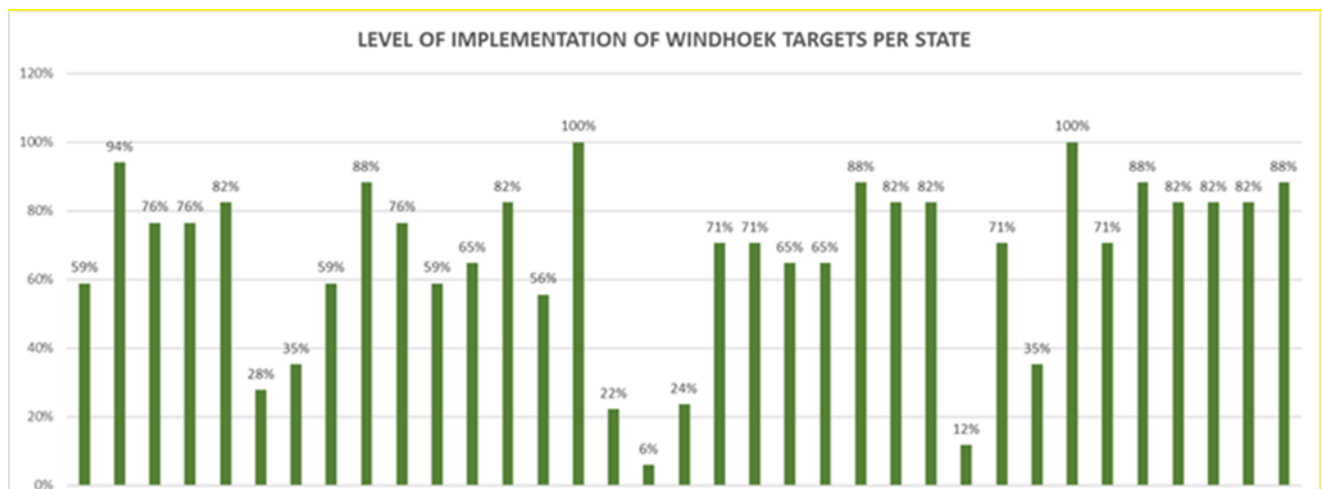
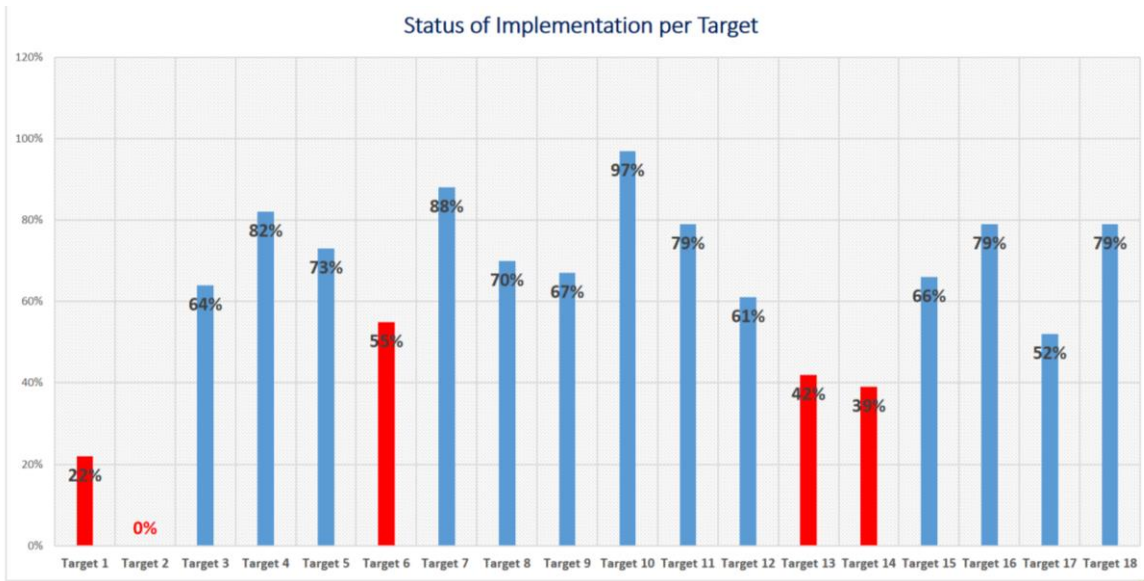
Target 18: - seeks to encourage national and regional collaboration among African States, regional organizations/partners, economic blocks, and others to achieve key aviation security objectives in the implementation of ICAO SARPs quickly and efficiently by the end of 2023.

English Version

5. PROGRESS ON THE IMPLEMENTATION OF ALIGNED TARGETS

5.1. Information Provided by States.

AFCAC persistently urges States to provide updates on the progress of implementing these Targets. To facilitate the collection of data from member States and enable real-time analysis and summarization of their responses and individual results, AFCAC has created an electronic survey. So far, AFCAC has received responses from a total of thirty-three (35) States. The following graph depicts the status of implementation per Target, based on State responses to the AFCAC survey:

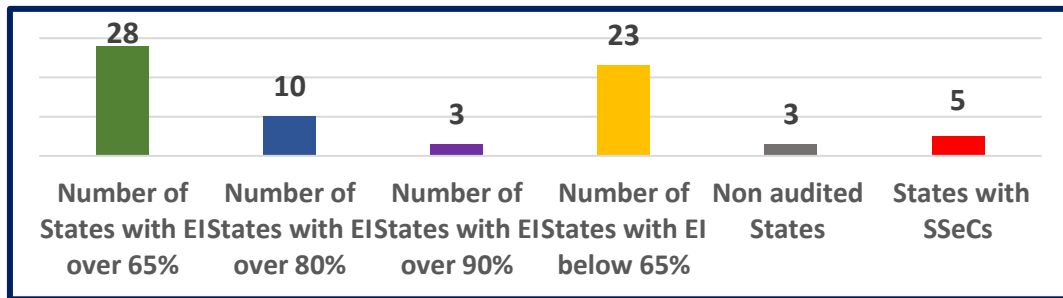


English Version

The attached Annex A provides a comprehensive overview of all the Windhoek targets for Aviation Security and Facilitation. The above provided graphs illustrates that the implementation of the following Targets has consistently remained low in numerous States, particularly:

- a) **Target 1:** A minimum of:
- 80% of African States should reach above 65% effective implementation of CEs by 2021.
 - 90% of African States should reach above 80% by 2023.
 - 100% of African States should reach above 90% by the end of 2030.

The following table shows the number and percentage of African Member States meeting the GAsEP and Windhoek aspirational targets of 65%, 80% and 90% EI



- b) **Target 2** As a matter of urgency, appropriate action must be taken to address all existing Significant Security Concerns (SSeCs) in the region to prevent any new SSeC.

STATE	A (1)	B (5)	C (2)	D (1)	E (1)
DATE	19-09-2011	13-04-2018	08/2019	17-10-2022	28-04-2023
SSeC Areas	OPS	OPS (2)	OPS	OPS	
		PAX (2)	CRG		
		CRG			

- c) **Target 6** By the end of 2023, all African States should have established security risk management processes, which take into account ICAO's Risk Context Statement and crisis response procedures.
- d) **Target 13** At least 50% of African States should have joined the Public Key Directory (PKD) by the end of 2023, and all States by the end of 2030.
- e) **Target 14** All African States should have established processes for mandatory transmittal of Advance Passenger Information (API) or Interactive Advance Passenger Information (IAPI) and Passenger Name Record (PNR) by the end of 2023.

English Version

The second graph also demonstrates a distinct trend: numerous States encounter difficulties when it comes to fully achieving the set targets. Out of the 35 States that participated in the survey, it is evident that ten (10) of them exhibit an implementation rate for the complete targets that falls below 40%.

5.2. Challenges in Implementing Windhoek Targets:

The above graphs demonstrate the slow progress made by States in implementing the Windhoek Targets, with the average still falling below the Windhoek Targets. In addition to these difficulties, the aviation sector has encountered substantial disruptions as a result of the COVID-19 pandemic, resulting in decreased revenues and unanticipated repercussions that have had adverse effects on civil aviation security systems. Some of the obstacles includes:

a) Diverse Regulatory Frameworks:

- i) The regulatory frameworks and legal systems for aviation security vary in different states, leading to lack of separation of powers making it a challenge to harmonize these frameworks to achieve a consistent global approach. Furthermore, the resolution of identified deficiencies is delayed due to insufficient allocation of funds by the airport operator.
- ii) The lack of priority for aviation security with regard to the availability of resources has had a negative impact on the improvement of aviation security measures in the region.
- iii) Furthermore, African States are faced with challenges in attracting and retaining skilled and experienced Aviation Security (AVSEC) personnel.
- iv) In addition, there is a lack of effective coordination and collaboration among various disciplines in facilitation, resulting in a non-functioning National Air Transport Facilitation Committee and/or Airport Facilitation Committees, or similar coordinating bodies.

b) Non-adherence to State aviation security programs.

Lack of adherence to the National Aviation Security Programme (NCASP) and Airport Security Programme (ASP) leads to low levels of EI of six core Annex 17 SARPs relating to operational security measures aiming at :

- a) Physical protection of airport security restricted area (4.2.1 & 4.2.7)
- b) Passenger and cabin baggage screening (4.4.1 & 4.5.5)
- c) Hold Baggage Screening (4.5.1 & 4.5.5)

c) Continuous Review and Improvement

- i. Through cooperation and collaboration with international organisations and partners, resources were allocated to assist member States to implement the Windhoek Targets. These interventions resulted in increased level of implementation amongst various member States and greater improvement was realized in aviation security related targets as a result of technical assistance missions provided and ICAO Regional Office.
- ii. It is crucial to evaluate the effectiveness of security measures and make adjustments to strategies based on lessons learned and emerging threats on a regular basis. The digital approach used by

English Version

AFCAC to gather information from national coordinators of states was observed to have some challenges, which includes inconsistent responses from Member States and a lack of a validation process for the furnished information.

- iii. The AFCAC Secretariat was instructed during the Africa Directors General and Head of CAA Meeting to keep reviewing and improving the Windhoek target and collaborate with state experts to improve the methodology for assessing and verifying the achievement of the aspirational targets set out in the Windhoek Declaration.

5.3. WAY Forward

Establishment of a task force to assist five Member States in resolving SSeCs and assist 24 Member States with less than 65% effective implementation of critical elements. The proposed budget is attached to **Annex B**.

6. ACTIONS BY THE MEETING

The Steering Committee is invited to:

- a) take note of the content of the Working Paper;
- b) consider the need for international organization to urgently assist the five (5) Member States in resolving identified SSeCs;
- c) review the AFCAC funding proposal and provide strategic and financial support to assist and monitor the progress of Member States in the implementation of the Windhoek targets with priority on 24 states with less than 65% effective implementation of critical elements.
- d) urge Member States to use protocol questions for self-assessment and to put more effort into actions to meet the objectives of the revised Windhoek Declaration and Targets; and
- e) urge Member States to continue collaborating with AFCAC to benefit from tailored technical assistance missions that address their specific needs to enhance aviation security and facilitation within the region and effectively implement the Targets.

English Version

Annex A

Status of Implementation of the Windhoek Targets**Target 1: A minimum of:**

- **80% of African States should reach above 65% effective implementation of CEs by 2021;**
- **90% of African States should reach above 80% by 2023;**
- **100% of African States should reach above 90% by the end of 2030.**

48% Compliance recorded. During the harmonization process, it was agreed that 65% is a practical target in line with the GASeP. An analysis of the AFI States recently audited by ICAO was conducted to identify current deficiencies, with an average of 54.90%. The number of African States meeting this Target is still below 65%. These stats are based on States audited under the USAP Circle II and thirty-three (33) States audited under USAP CMA

Target 2: As a matter of urgency, appropriate action must be taken to address all existing Significant Security Concerns (SSECs) in the region to prevent any new SSECs.

00% Compliance recorded. 5 States have SSECs. 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.

Target 3: Strengthened capacity of 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 2021.

64% Compliance recorded. 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.

Target 4: By the end of 2021, all African States should establish 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).**

82% States have written and approved National Air Transport Facilitation Programmes. ICAO has completed the development of Annex 9 - Facilitation Course, and the package is currently undergoing a validation process.

Target 5: By the end of 2021, all African States shall have established functional National Civil Aviation Security Committees (NCASC) and National Air Transport Facilitation Committees (NATFC).

73% 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

English Version

cooperation for the establishment and operation of resilient and robust National Air Transport Facilitation Committees.

Target 6: By the end of 2023, all African States should have established security risk management processes, which take into account ICAO’s Risk Context Statement and crisis response procedures.

55% 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.

6 Risk Management Workshops were held in collaboration with Partner organizations, and more are planned by popular demand.

Target 7: All African States should regularly update the ICAO Aviation Security Point of Contact (PoC) network and promote its use to improve the regional information sharing mechanism.

88% achieved. All AFI States have joined ICAO PoC Network. However, some of the States require to update their Point of Contacts.

Target 8: All African States should develop and implement appropriate policies for the attraction, development and retention of human resources responsible for the effective development, implementation and maintenance of aviation security standards and recommended practices at national and airport levels by the end of 2023.

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.

Target 9: All African States should have seamless access to an Aviation Security Training Centre (ASTC), with sustainable aviation security and facilitation training capacities adapted to suit their needs, by the end of 2023. This may include online and blended learning training, and training of course developers.

67% compliant. Engagement with the following 9 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).

Target 10: All African States should issue only Machine-Readable Passports (MRPs) in conformance to ICAO Doc 9303 – Machine Readable Travel Documents by the end of 2021. All non-machine-readable passports must be withdrawn from circulation by the end of 2021.

ICAO records indicate that **all** African States currently issue MRPs.

Target 11: All African States should invest in improving basic sources of reliable data, such as civil registration and vital statistics systems. African States should also 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.

79% achieved. Interpol has continued to sensitize African States on the advantages and benefits of utilizing their Lost and Stolen Passports Data System, at the RASFALG-AFI meetings.

English Version

Target 12: All African States should issue only Machine-Readable Travel Documents (MRTDs) to refugees and stateless persons by the end of 2023.

61% achieved. States are urged to implement and seek assistance/guidance, as appropriate.

Target 13: At least 50% of African States should have joined the Public Key Directory (PKD) by the end of 2023, and all States by the end of 2030.

34% compliant. ICAO has recorded Eighteen (18) African States currently have access to it. These States include Nigeria, Morocco, Seychelles, Benin, Botswana, Mali, Cote d'Ivoire, Uganda, Egypt, Tanzania, Togo, Rwanda, Sudan, Lesotho, Ghana, Cameroon, Zimbabwe, and Kenya.

Target 14: All African States should have established processes for mandatory transmittal of Advance Passenger Information (API) or Interactive Advance Passenger Information (IAPI) and Passenger Name Record (PNR) by the end of 2023.

Only five (5) African States currently qualify as API African States: South Africa, Mauritius, Mali, Rwanda, and Seychelles. Among them, only South Africa and Rwanda are classified as Interactive API States (iAPI) in Africa, as they are capable of processing incoming API data and instantaneously scanning their border control systems to provide real-time response messages to the aircraft operators, typically indicating whether to allow boarding or not.

Target 15: All African States should 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), Improvised Explosive Devices (IEDs) in cargo, insider threats, Cyber Security, Motor Vehicle Borne Improvised Explosive Devices (MVBIEDs), etc. by the end of 2023.

66% achieved. States are encouraged to take the advantage of the available workshops to achieve optimal level of compliance.

TARGET 16: All African States should take appropriate actions to develop a strong security culture at all levels within the organizations by the end of 2023.

79% Compliance.

TARGET 17: All African States should have set minimum technical specifications for security equipment and other innovative means of detection techniques, certification processes and operational use, including human factors, by the end of 2023.

52% Compliance.

TARGET 18: All African States should have established the necessary framework to increase collaboration nationally and with other States, regional organizations/partners, economic blocks, etc. in order to promote, and quickly and efficiently achieve key aviation security objectives in the implementation of ICAO SARPs by the end of 2023.

79% Compliance.

English Version**Funding Proposal for activities under the AFI SECFAL Plan**

It is necessary to prioritize the assistance for the five (5) Member States with SSeCs. Two of the States with SSeCs are not SAATM States, AFCAC requests the support of the AFI SECFAL Plan to fund its activities to the mentioned States.

The following States are planned for USAP-CMA audits in the second half of 2023 and in 2024: Eswatini, Madagascar, Seychelles, Eritrea, Malawi, Uganda, Ethiopia, Morocco, Tunisia, Cameroon, Ghana, Sao Tome and Principe, Democratic Republic of the Congo and Nigeria.

As AFCAC has capability to assist the SAATM States under the AfDB Project, and therefore requests the strategic support and financial to assist the following non SAATM States. Madagascar, Eritrea, Malawi, Sao Tome and Principe.

Project Cost Estimates: **180 000 USD**

Project Objective: Assist Member States that have SSeCs and those who are below the Windhoek Target and below 65% of effectively implementing Critical Elements (CEs) of State security oversight system.

Executing entities and experts: AFCAC AFI-CES Scheme of experts.

Project Description: To assist States in improving their Effective Implementation of Critical Elements (CEs) to above 65%. The assistance will assist States increase EIs to 65% and above through timely implementation of their CAPs.

The planned activities include; ensuring that the Primary aviation security legislation, Aviation Security Regulation and Aviation security programmes for States have sufficient details consistent with current ICAO Annexes 17 and security related provisions of 9 SARPs. Current gaps and inadequacies were identified based on analysis of state USAP findings.

The project will also include training of national aviation security inspectors, to equip them with skills and ability to spearhead State's implementation of the eight critical elements of the State's Aviation Security Oversight system based on the analysis of USAP results of States. Although low EI is a common challenge for states, their specific weaknesses and challenges vary in detail from state to state.

Project Activities: The assistance will be aligned with the effective implementation of each of the critical elements and the State Corrective Action Plan (CAP) filed with ICAO.

- Provide aviation security management personnel with the knowledge and skills needed for effective implementation of State aviation security programmes.
- Establishing and/or enhancing quality control systems to ensure assurance and robust oversight of data management systems.
- Assisting in the certification process and on-the-job training for instructors and screeners.
- The implementation of training and assistance activities specifically related to aviation security.
- Training of personnel in the States to acquire skills to assess risk, evaluate threats, consequences, and vulnerabilities.

Project Output:

English Version

The overall outcome of the project is to raise state CI scores to over 65% of CI and timely implementation of ACANs.

1. State capacity to develop and maintain National Civil Aviation Security Programme (NCASP), National Civil Aviation Security Quality Control Programme (NCASQCP);
2. Enhanced capacity to establish and implement effective State Risk Management system; and
3. Improved capability to develop relevant oversight documentations and maintenance of appropriate oversight and internal quality assurance procedures.