INTERNATIONAL CIVIL AVIATION ORGANIZATION

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

11TH AFI SECFAL STEERING COMMITTEE MEETING

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 the status of the implementation of the Windhoek Targets for Aviation Security and Facilitation, by African member States. The Paper further provides the status of the review of the Windhoek Declaration and Targets. It also highlights the challenges encountered in implementing the Windhoek Targets on Aviation Security and Facilitation.

Action to this paper is presented in **Paragraph 6**.

Strategic Objectives	**Strategic Objective C Aviation Security and Facilitation**

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 new Windhoek security and facilitation targets involved the following:

- Examination of all Targets and revision of deadlines, to ensure that they are current, taking into account the status of implementation by States;

- Alignment with the Global Aviation Security Plan (GASeP); and

- Development of the Roadmap to assist and improve the level of implementation of these Targets and the monitoring thereof.

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.

- **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.

- **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.

- **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.

3.6   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.

3.7   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 and Cote d'Ivoire).*

3.8   The final draft amendment of the Windhoek Declaration and Targets had received favorable consideration and endorsement of the AFI SECFAL Steering Committee, 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.

3.9   The STC Ministerial session of the 3rd Ordinary Session of the AU Specialized Technical Committee (STC) on Transport, Transcontinental and Interregional Infrastructure, and Energy (STC-TTIIE) which was held virtually from 28th to 30th June 2021, adopted the revised Windhoek Targets on Aviation Security and Facilitation.

3.10   The new revised Windhoek Declaration and Targets was endorsed by the **41st AU Executive Council in its Fortieth Ordinary Session, held in Addis Ababa, Ethiopia from 02 to 03 February 2022**, through its Decision **EX.CL/Dec.1143-1167(XL).**

4. PROGRESS ON THE IMPLEMENTATION OF ALIGNED TARGETS

4.1   AFCAC continues to request States to provide updates on the status of implementation of these Targets. An online survey on the above was developed by AFCAC in order to collect data from member States and provide real-time analysis and summary of States' responses and individual results.

4.2   AFCAC has thus far recorded responses from the following forty-one (42) States: **Angola, Benin, Botswana, Burkina Faso, Chad, Cameroon, Cabo Verde, Comoros, Congo Republic, Cote d'Ivoire, Democratic Republic of Congo, Djibouti, Egypt, Eswatini, Gabon, The Gambia, Ghana, Guinea, Guinea Bissau, Equatorial Guinea, Kenya, Lesotho, Liberia, Madagascar, Mali, Mauritania, Namibia, Niger, Nigeria, Uganda, Rwanda, Sao Tome and Principe, Senegal, Seychelles, Sierra Leonne, Somalia, South Sudan, South Africa, Tanzania, Togo, Tunisia, Zambia and Zimbabwe.**

4.3   The graph below shows the Indicator for Level of Implementation per Target.
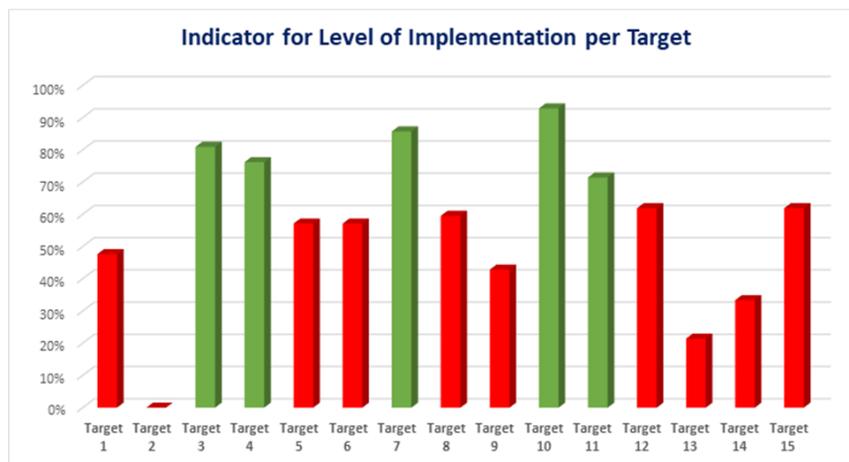
4.4   The above graph indicates that the implementation of the Targets 1, 2, 5, 9, 13 and 14 have been persistently low. The status of implementation of the Windhoek Targets, based on the States' response to AFCAC is attached to this Working Paper as **Appendix A**.

5. CHALLENGES FACING IMPLEMENTATION OF THE WINDHOEK TARGETS

5.1   The implementation of the Windhoek targets over the past few years of its existence is very encouraging. It, however, faces some formidable challenges, among others, highlighted as follows:

a)   Inadequate enforcement powers given to designated Appropriate Authority for security;

b)   Multiplicity of security and facilitation organs at national level.

c)   Difficulty in attracting and retaining qualified AVSEC personnel.

d)   Lack of an aviation security and facilitation infrastructure (including staff, lanes and equipment);

e)   Lack of a security culture and prioritization; and

f)   Lack of coordination mechanism to prevent duplication of capacity building efforts.

5.2   The implementation of the Windhoek targets is also facing the challenges that COVID-19 was posing to aviation through the unexpected effects and the drop of revenues in the aviation sector, which have hit the aviation sector severely and adversely affected the civil aviation security systems (acquisition of security equipment, maintenance, training, etc.). Virtual Training, capacity building and assistance activities are a critical pillar in this recent outbreak.

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)   note the decision EX.CL/Dec.1143-1167 (XL) of the 41st AU Executive Council in its Fortieth Ordinary Session, held in Addis Ababa, on the endorsement of the revised Windhoek Declaration and Targets;

c)   call States to provide updated data based on the new revised targets;

d)   note the progress made in the implementation of the Windhoek Declaration and Targets; and

e)   urge African member States to put more effort and on actions taken in order to meet the objectives of the revised Windhoek Declaration and set Targets.

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. 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 below 75%. 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.

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.

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.

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).**

76% 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).

57% 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.

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.

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.

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.

85% 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.

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).

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.

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.

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

67% 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.

18% compliant. ICAO has recorded 12 PKD Member State to date *(Benin, Botswana, Cote d'Ivoire, Egypt, Mali, Morocco, Nigeria, Seychelles, Rwanda, Tanzania, Togo and Uganda).*

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.

24% achieved. Based on ICAO statistics, only 2 States are implementing API. States are encouraged to take advantage of the UN Counter- Terrorism Travel Programme Project.

Target 15: 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.

48% 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.

Collection of data is ongoing.

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.

Collection of data is ongoing.

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.

Collection of data is ongoing.