

# Roadmap for Development and Operationalisation of the AFI RSOO System

| RSOO Study Workshop |  
Kampala, Uganda | 29 April 2025

# Background



Task Force to draft and finalize the RSOO Strategic Plan and Roadmap

## November 2021

RSOO Study provided the RSOO Strategic Plan and Roadmap

## October 2023

2nd AFI RSOOs Global forum held in Nairobi 2023 during AFI Plan SC/26 expressed some concerns related to the funding and configuration of the AFI RSOOs

## February 2025

AFI RSOO Follow-Up Study Report

Revised Strategic Plan and Roadmap to be considered by the AFI Plan SC, Member States, and submitted to the AUC STC Transport & Energy

# Proposed Roadmap



**Strategy sets the overall direction and goals**, while a roadmap translates that strategy into actionable plans, timelines, and deliverables.

A strategy roadmap is a tool that helps you visualize your strategic plan. Strategic roadmaps capture activities you will complete within a given time frame.

# Proposed Roadmap



## VISION

**Robust, regionally harmonized, efficient RSOO system.**

To strengthen aviation safety oversight across Africa.

**Aligned with ICAO GASP, Doc 9734 Part B, Ezulwini Declaration.**

Ensuring compliance with global safety standards.

# Strategic Context

- **2017 Ezulwini Declaration**
  - Called for regional safety and accident investigation cooperation.
- **2021 ICAO AFI RSOO Study**
  - Assessed current RSOOs and proposed restructuring.
- **2023 ICAO/EASA Forum**
  - Recommended updated Roadmap submission to Ministers.
- **2024/25 ICAO Follow-up Study**
  - Focused on feasibility and sustainability strategies.

# Objectives

- **Harmonize oversight systems**
  - Using standardized model legislation to align States.
- **Increase RRAP-assessed RSOOs**
  - Expand validated RSOO network across Africa.
- **Raise EI to 75% by 2030**
  - Achieve international aviation safety targets.
- **Pool technical oversight resources**
  - Avoid duplication and optimize available expertise.
- **Ensure financial and institutional sustainability**
  - Secure reliable funding and stable governance models.

# 2021 Strategic Plan and Roadmap

## 7. PROPOSED ROADMAP & IMPLEMENTATION PLAN FOR THE STRENGTHENING OF AFI RSOOs

*Note: Under responsibility, \* indicates the Principal lead entity that drives the implementation process for the task concerned in coordination and with the inputs of the rest.*

STRATEGIC OBJECTIVE	CRITERIA TO BE MET	ACTIVITY	KPIs	IMPLEMENTATION RESPONSIBILITY		PERIOD
				LEAD ENTITIES	SUPPORT ENTITIES	
<b>Objective 1:</b>  <b>Sustainable RSOO funding mechanism</b>	Efficiency; Sustainability	Develop and implement a sustainable RSOO funding mechanism based on proposed options for application on individual RSOO or regional basis:	<ul style="list-style-type: none"> <li>▪ % of RSOOs that reached decision on sustainable funding</li> <li>▪ N° of funding mechanisms established</li> </ul>	*States RSOOs RECs	AFCAC ICAO Partners Stakeholders	Jan – June 2022
		<ul style="list-style-type: none"> <li>▪ Consultations</li> <li>▪ Establishment/operation</li> </ul>				July'22 – Dec'23
		<ul style="list-style-type: none"> <li>▪ Establish a <i>Joint collection of charges scheme</i> for the funding of RSOOs.</li> </ul>	<ul style="list-style-type: none"> <li>▪ % of RSOOs that reached decision on joint collection</li> </ul>			Jan – June 2023
		<ul style="list-style-type: none"> <li>▪ Review aviation charges and fees on a region wide basis in line with ICAO policies and principles</li> </ul>	Adequacy and compliance of charges with ICAO principles			July – Dec 2022
		<ul style="list-style-type: none"> <li>▪ All RSOOs to develop new Business Plans or review any existing ones.</li> </ul>	N° of RSOO with new or revised BPs			Apr – June 2022

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<b>Objective 2:</b>  <b>Human resources capacity and staffing</b>	Efficiency; Effectiveness; Relevance	<ul style="list-style-type: none"> <li>▪ Technical safety staff needs assessments by States and RSOOs</li> </ul>	% of States and RSOOs that complete assessment	*States RSOOs	AFCAC ICAO, RECs Partners Stakeholders	Jul – Sept 2022
		<ul style="list-style-type: none"> <li>▪ Recruitment and retention of qualified personnel and optimum staffing level.</li> </ul>	% of States and RSOOs with required minimum qualified staff			Oct'22 – Dec'24

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STRATEGIC OBJECTIVE	CRITERIA TO BE MET	ACTIVITY	KPIs	IMPLEMENTATION RESPONSIBILITY		PERIOD
				LEAD ENTITIES	SUPPORT ENTITIES	
		AFI CIS enhancement/strengthening: <ul style="list-style-type: none"> <li>▪ AFI CIS evaluation</li> <li>▪ Training of CIS experts.</li> </ul>	Timely completion of evaluation	*AFCAC ICAO	States, RSOOs Partners Stakeholders	Jul – Sept 2022
			% of required CIS staff appropriately trained			Jan – Dec 2023



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<b>Objective 3:</b>  <b>Delegation of functions by States</b>	Efficiency; Effectiveness; Relevance.	Review of national and regional legal frameworks by States and RSOOs	% of States and RSOO that reviewed legal frameworks	*RSOOs States	AFCAC ICAO, RECs Partners Stakeholders	Jan'22 – Dec'23
		RSOOs/RAIOs undergo GASOS assessment for functions they perform for States.	% of RSOOs that undergo GASOS assessment	RSOOs		Jan – Dec 2024
		All States conclude Agreements / MOUs for the delegation of Levels 1 & 2 functions ■ Development of regional templates. ■ Conclusion of MOUs	% of states that conclude MOUs with their RSOOs	States *RSOOs		Jan 2022 Apr – Dec 2022
<b>Objective 4:</b>  <b>Operational effectiveness and impact.</b>	Effectiveness; Relevance	■ RSOOs review legal instruments ■ States implement accompanying national legal measures.	■ % of RSOOs that reviewed legal instrument ■ % of States that implement required national legal measures	RSOOs States	RECs, AFCAC, ICAO Partners, Stakeholders	Jan'22 – Dec'23
		RSOOs develop Strategic Plans with global and regional safety targets/benchmarks.	■ % of RSOOs with new / revised strategic plans	RSOOs		Jan'23 – Dec'24
		Develop Contingency/Business Continuity Plans for RSOO resilience/sustainability.	% of RSOOs with appropriate	RSOOs	States, AFCAC, ICAO Partners, Stakeholders	Jul – Sept 2022
					States, AFCAC, ICAO Partners,	Oct – Dec 2022

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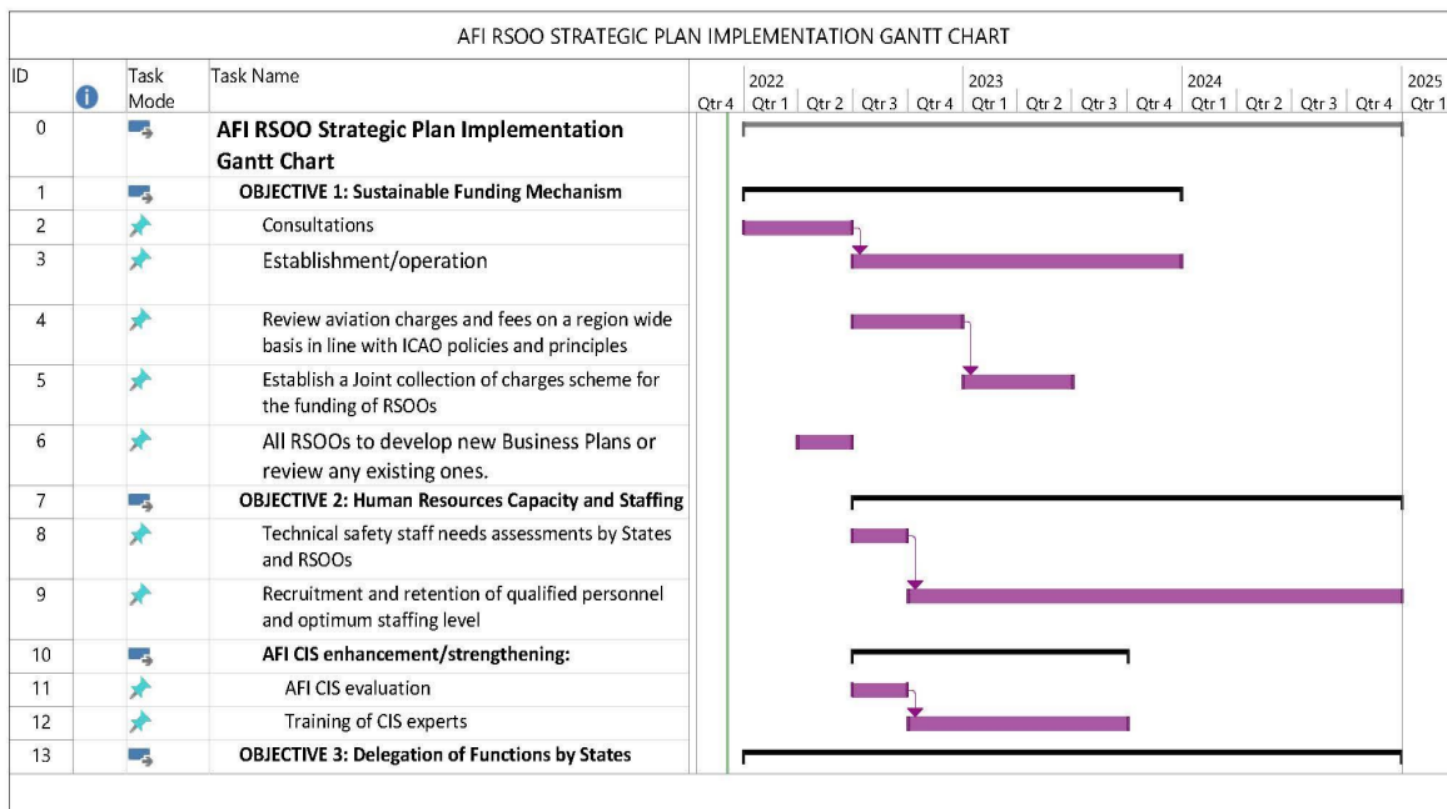
<b>Objective 5:</b>  <b>Harmonization of safety oversight regulatory material</b>	Efficiency; Effectiveness; Relevance	Harmonization of safety regulations: <ul style="list-style-type: none"> <li>▪ within RSOO regions</li> <li>▪ Throughout the region.</li> </ul>	<ul style="list-style-type: none"> <li>▪ N° of RSOOs that have harmonized regulations</li> <li>▪ Timely attainment of region wide harmonization</li> </ul>	States *RSOOs,	RECs, AFCAC, ICAO Partners, Stakeholders	Jan'22 – Dec'23 Jan'23 – Dec'24
<b>Objective 6:</b>  <b>Optimization of number &amp; size of RSOOs</b>	Efficiency	Encourage non-duplication of RSOO membership and ensure distinction of services where duplication exists.	% of states with multiple RSOO membership that have separated functions	States *RSOOs RECs	AFCAC, ICAO Partners, Stakeholders	Jan'22 – Dec'24
		<ul style="list-style-type: none"> <li>▪ Stakeholder consultations on proposed options to streamline size/No of RSOOs.</li> <li>▪ Implementation of agreements</li> </ul>	Timely decision on the optimum N° and size of RSOOs	States *RSOOs RECs	AFCAC, ICAO Partners, Stakeholders	July – Dec 2022 Jan'23 – Dec'24

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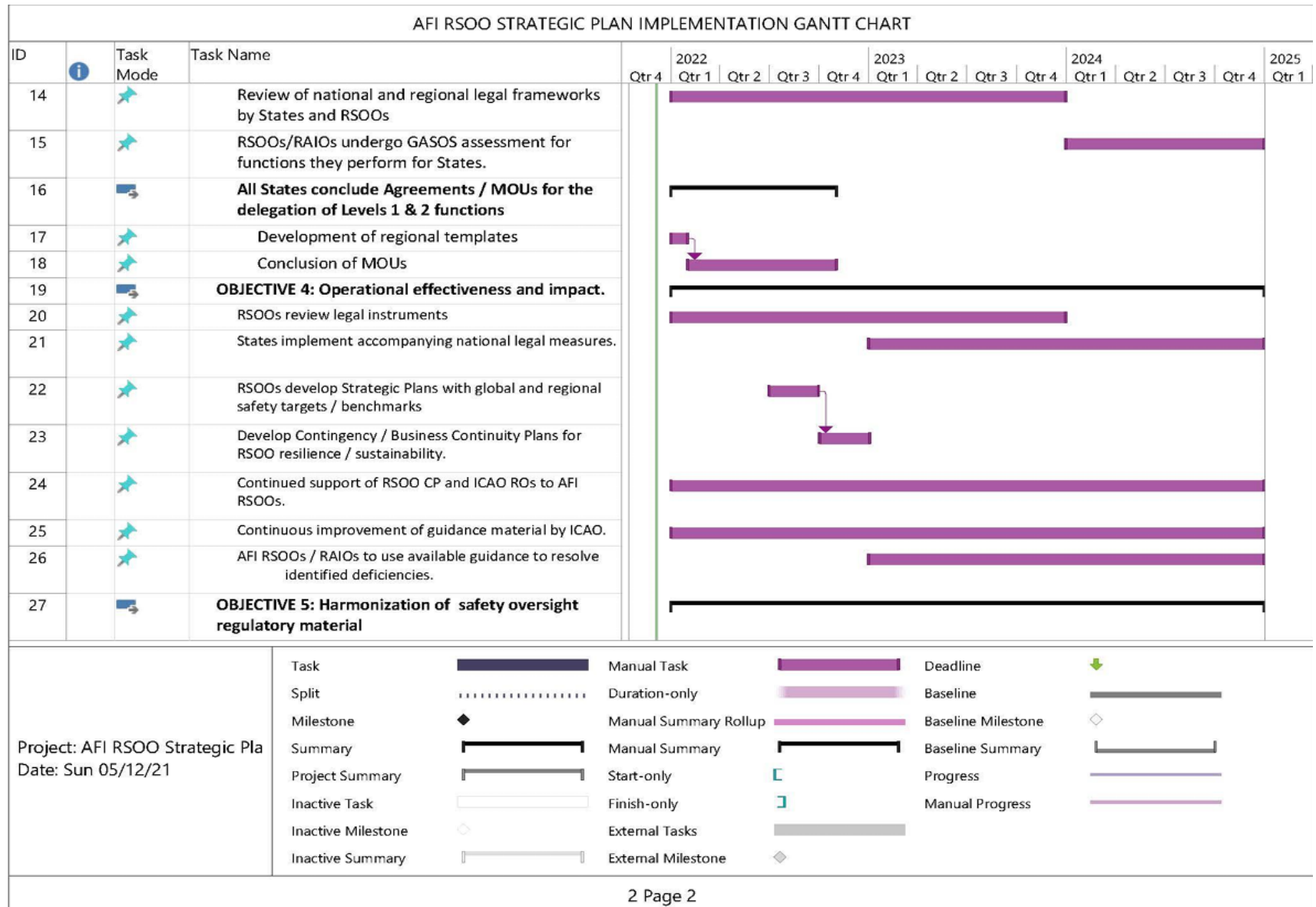
<b>Objective 7:</b>  <b>Cooperation and collaboration</b>	Efficiency; Effectiveness; Relevance	Encourage and assist AFI RSOOs and RAIOS to effectively participate in and benefit from ICAO initiatives such as the RSOO CP, RAO CP, and GASOS.	N° of RSOOs participating in relevant ICAO initiatives	RSOOs	States, AFCAC, ICAO Partners, Stakeholders	Jan'22 – Dec'24
		<ul style="list-style-type: none"> <li>ICAO to work with RSOOs to identify specific assistance needs, and</li> <li>coordinate with partners and stakeholders on TA implementation</li> </ul>	N° of RSOOs assisted by ICAO & partners	*ICAO RSOOs	States, AFCAC, ICAO Partners, Stakeholders	Jul – Dec 2022 Jan'23 – Dec'24
		All AFI RSOOs to: <ul style="list-style-type: none"> <li>complete GASOS self-assessment</li> <li>identify gaps/necessary corrective actions</li> <li>Prioritized assistance of ICAO/Partners</li> </ul>	N° of RSOOs that complete GASOS self-assessment.  % of corrective actions / gaps successfully closed	RSOOs	States, AFCAC, ICAO Partners, Stakeholders	Jul – Dec 2022 Jan – Mar 2023 Jul'23 – Dec'24
		States to actively participate in and support RSOOs to strengthen their own safety oversight effective implementation.	% average increase in EI of States	*States RSOOs	AFCAC, ICAO Partners, Stakeholders	Jan'22 – Dec'24
		Promote RSOO cooperation / coordination, sharing of information, exchange experiences and peer projects with ICAO/partner support.	N° of joint projects successfully implemented	RSOOs	States, AFCAC, ICAO Partners, Stakeholders	Jan'22 – Dec'24
<b>REPORTING</b>		Bi-annual Reports	% of reports provided on time	*AFCAC AFI Plan	States, RSOOs, ICAO, Partners, Stakeholders	Every 6 months
		Annual Reports	% of reports provided on time			Every 12 months
		Mid-Term review report	Timely reporting			Every 18 months

# 2021 Strategic Plan and Roadmap

## 8. AFI RSOO STRATEGIC PLAN IMPLEMENTATION GANTT CHART



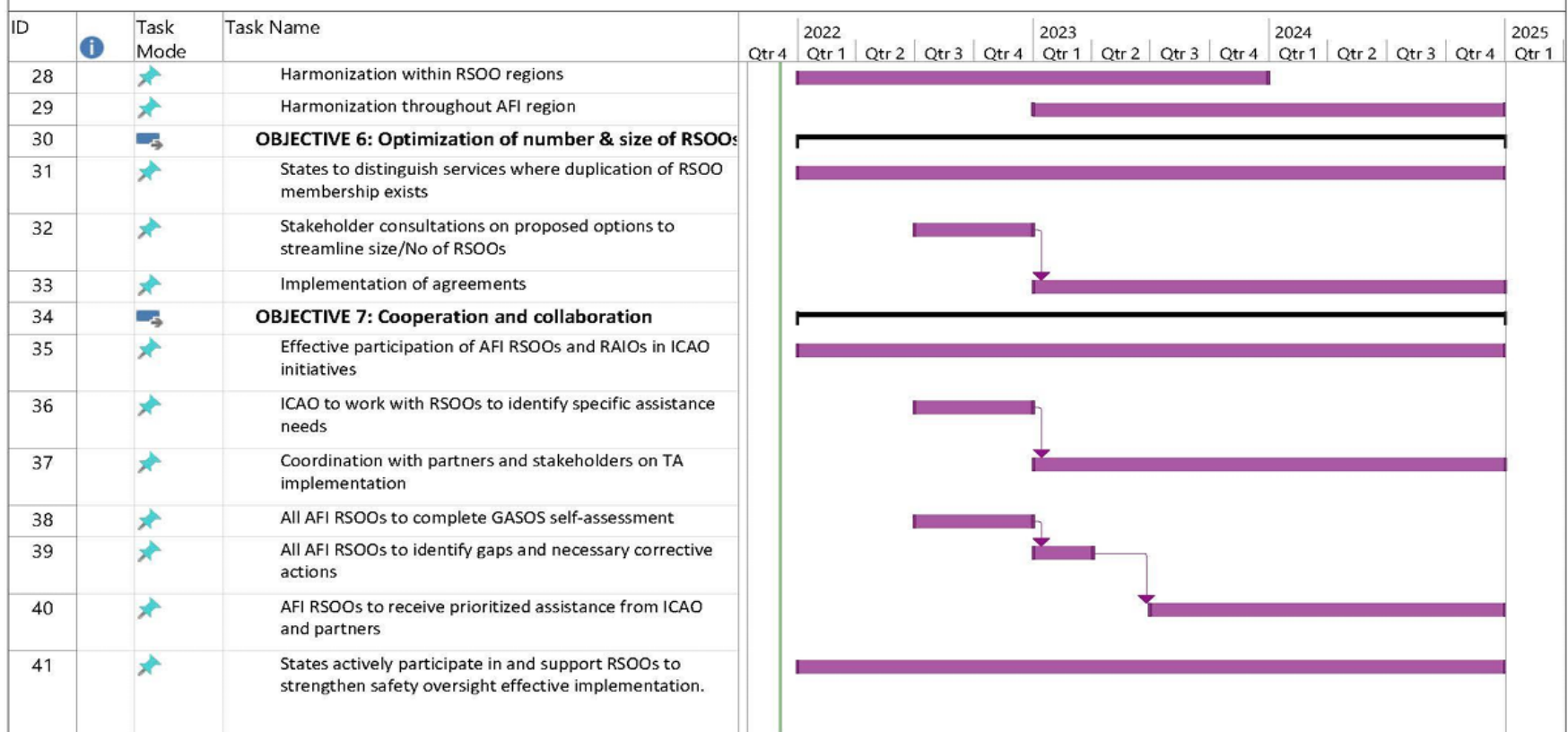
# 2021 Strategic Plan and Roadmap





# 2021 Strategic Plan and Roadmap

AFI RSOO STRATEGIC PLAN IMPLEMENTATION GANTT CHART



Project: AFI RSOO Strategic Pla  
Date: Sun 05/12/21

Task		Manual Task		Deadline	
Split		Duration-only		Baseline	
Milestone		Manual Summary Rollup		Baseline Milestone	
Summary		Manual Summary		Baseline Summary	
Project Summary		Start-only		Progress	
Inactive Task		Finish-only		Manual Progress	
Inactive Milestone		External Tasks			
Inactive Summary		External Milestone			

# 2021 Strategic Plan and Roadmap

## 9. ANNEX 1: SUMMARY EVALUATION OF SUSTAINABLE FUNDING OPTIONS FOR AFI RSOOs

ITEM	FUNDING OPTION	PROS	CONS	RISKS
1	<b>Air safety fee</b>	<ul style="list-style-type: none"> <li>▪ In line with ICAO policies / principle on charges</li> <li>▪ Lower per-capita contributions for States</li> <li>▪ Sustainable funding</li> <li>▪ Independent of State/CAA administrations</li> <li>▪ Easier to justify</li> <li>▪ More direct routing of payments to RSOOs</li> </ul>	<ul style="list-style-type: none"> <li>▪ Increase in already high travel cost</li> <li>▪ Need for supplementary arrangements for RSOOs with both Safety &amp; Security functions</li> </ul>	<ul style="list-style-type: none"> <li>▪ Slow implementation</li> <li>▪ Resistance from Users and Travelers</li> </ul>
2	<b>Airport and Air navigation fee</b>	<ul style="list-style-type: none"> <li>▪ In line with principle of utilizing aviation revenue for the sector</li> <li>▪ Involves economies of scale if applied by FIR</li> <li>▪ Lower per-capita contributions for States</li> <li>▪ Sustainable funding</li> <li>▪ Independent of State/CAA administrations</li> <li>▪ More direct routing of payments to RSOOs</li> </ul>	<ul style="list-style-type: none"> <li>▪ Increase in high User charges and travel cost</li> <li>▪ Need for supplementary arrangements for RSOOs with both Safety &amp; Security functions</li> <li>▪ Less easy to justify for broad safety functions</li> </ul>	<ul style="list-style-type: none"> <li>▪ Resistance from Users and ANSPs</li> <li>▪ Slow implementation</li> </ul>
3	<b>RSOO service fees</b>	<ul style="list-style-type: none"> <li>▪ In line with ICAO policies / principle on charges</li> <li>▪ Direct payments to RSOO</li> </ul>	<ul style="list-style-type: none"> <li>▪ Insufficient activities and revenue</li> <li>▪ Challenge of lack of delegation by States</li> <li>▪ Low capacity of RSOOs to provide full scope of services</li> <li>▪ Need for supplementary arrangements for RSOOs with both Safety &amp; Security functions.</li> </ul>	<ul style="list-style-type: none"> <li>▪ RSOO funding challenges continue</li> <li>▪ Weak and ineffective RSOOs</li> <li>▪ Reduced assistance to States</li> <li>▪ Lowering of safety standards</li> <li>▪ May not be sustainable</li> </ul>
4	<b>Government Funding</b>	<ul style="list-style-type: none"> <li>▪ Becomes a State obligation</li> <li>▪ Use of public funds to avoid additional charges on aviation and stimulate growth</li> <li>▪ Increased possibility of bilateral donor support.</li> </ul>	<ul style="list-style-type: none"> <li>▪ Funding insufficient and not readily available</li> <li>▪ Continued dependence on States/CAAs</li> <li>▪ Heavy bureaucracy</li> <li>▪ Indirect routing of payments</li> <li>▪ Competing national priorities.</li> </ul>	<ul style="list-style-type: none"> <li>▪ RSOO funding challenges continue</li> <li>▪ Weak and ineffective RSOOs</li> <li>▪ Responsibility passed on to CAAs</li> <li>▪ Reduced assistance to States</li> <li>▪ Lowering of safety standards.</li> </ul>
5	<b>Community Levy</b>	<ul style="list-style-type: none"> <li>▪ Involves economies of scale</li> <li>▪ Sustainable funding</li> <li>▪ Independent of CAAs</li> </ul>	<ul style="list-style-type: none"> <li>▪ Less direct routing of payments</li> <li>▪ Lengthy/bureaucracy of RECs and governments</li> <li>▪ Cross sector subsidization difficult to justify</li> <li>▪ Protracted negotiation with none-sector stakeholders</li> </ul>	<ul style="list-style-type: none"> <li>▪ Resistance from Trade / Tourism sectors</li> <li>▪ Non-cooperation of RECs and States</li> </ul>

# 2021 Strategic Plan and Roadmap

## 10. ANNEX 2: SUMMARY ASSESSMENT OF AFI RSOO / RAO CONFIGURATION OPTIONS

ORGANIZATION	OPTION	PROS	CONS	RISKS
RSOOS	<b>Option 1 (7 RSOOs):</b> <i>Six (6) existing RSOOs plus new one for non-RSOO States</i>	<ul style="list-style-type: none"> <li>• Less disruption to existing arrangements</li> <li>• Continuation of any established best practices</li> <li>• Both RECs and Monetary Unions maintain RSOOs without disruption</li> </ul>	<ul style="list-style-type: none"> <li>• New additional RSOO of only 3 States not viable;</li> <li>• No improvement or solution to challenges of funding etc,</li> <li>• Absence of economies of scale</li> <li>• Limited activity / relevance of AAMAC</li> </ul>	<ul style="list-style-type: none"> <li>• Establishment delays for new RSOO</li> <li>• Worsened challenges</li> <li>• Ineffectiveness and inefficiency of RSOOs</li> </ul>
	<b>Option 2 (6 RSOOs):</b> <i>Six (6) REC based RSOOs and non-RSOO States to join existing ones</i>	<ul style="list-style-type: none"> <li>• All RSOOs associate with and leverage on RECs</li> <li>• Opportunity for existing non-RSOO States to join already operational ones</li> <li>• Both RECs and Monetary Unions maintain RSOOs without disruption</li> </ul>	<ul style="list-style-type: none"> <li>• No improved economies of scale</li> <li>• Limited activity and hence relevance of AAMAC</li> <li>• Legal challenge of incorporating BASOO into ECOWAS</li> </ul>	<ul style="list-style-type: none"> <li>• ECOWAS not accepting to support BAGASOO</li> <li>• Ineffectiveness and inefficiency</li> </ul>
	<b>Option 3 (5 RSOOs):</b> <i>Reduction to four (4) AU recognized RECs plus AAMAC</i>	<ul style="list-style-type: none"> <li>• Improved economies of scale</li> <li>• Increased scale of activities per RSOO</li> <li>• Greater efficiency and less duplication</li> <li>• All RSOOs associate with and leverage on RECs</li> <li>• Opportunity for existing non-RSOO States to join already operational ones</li> </ul>	<ul style="list-style-type: none"> <li>• Legal challenge of incorporating States that are not part of the REC regional treaties governing the RSOOs</li> </ul>	<ul style="list-style-type: none"> <li>• Resistance to RSOO integration from Monetary Unions;</li> <li>• ECOWAS not accepting to support BAGASOO</li> <li>• Opposition to single continental RSOO for ANS</li> </ul>
	<b>Option 4 (4 RSOOs):</b> <i>Reduction of six (6) RSOOs to four (4) (i.e. one each for ECOWAS, ECCAS, SADC, and EAC)</i>	<ul style="list-style-type: none"> <li>• High economies of scale</li> <li>• Increased scale of activities per RSOO</li> <li>• Highest efficiency and less duplication</li> <li>• All RSOOs associate with and leverage on RECs</li> <li>• Opportunity for existing non-RSOO States to join already operational ones</li> </ul>	<ul style="list-style-type: none"> <li>• Legal challenge of incorporating States that are not part of the REC regional treaties governing the RSOOs</li> </ul>	<ul style="list-style-type: none"> <li>• Resistance to RSOO integration from Monetary Unions;</li> <li>• ECOWAS not accepting to support BAGASOO</li> <li>• Opposition to diffusing AAMAC ANS services into other RSOOs.</li> </ul>
RAIO	<b>Option 1 (2 RAIOS):</b> <i>BAGAIA for BAG States; EAC-RAIO for EAC States; Remaining States to join one of the above</i>	<ul style="list-style-type: none"> <li>• Less disruption to existing arrangements</li> <li>• Continuation of any established best practices</li> </ul>	<ul style="list-style-type: none"> <li>• Lack of adequate resources for BAGAIA</li> <li>• Absence of economies of scale</li> </ul>	<ul style="list-style-type: none"> <li>• Ineffectiveness and inefficiency</li> <li>• Lack of support from development partners</li> </ul>
	<b>Option 2 (2 RAIOS):</b> <i>BAGAIA for ECOWAS/ ECCAS; EAC-RAIO for EAC/SADC</i>	<ul style="list-style-type: none"> <li>• ECOWAS-ECCAS collaboration and support for BAGAIA</li> <li>• Support from development partners.</li> <li>• Increased efficiency and cost-effectiveness</li> </ul>	<ul style="list-style-type: none"> <li>• Demand for increased RAO capacity / qualified personnel</li> <li>• Protracted negotiations and consultations for agreements</li> </ul>	<ul style="list-style-type: none"> <li>• Reluctance of non ECOWAS, ECCAS and EAC, States and RECs</li> <li>• Slow implementation process</li> </ul>
	<b>Option 3 (1 RAO):</b> <i>One continental RAO - BAGAIA</i>	<ul style="list-style-type: none"> <li>• ECOWAS-ECCAS collaboration and support for BAGAIA</li> <li>• Support from development partners.</li> <li>• High efficiency and cost-effectiveness</li> </ul>	<ul style="list-style-type: none"> <li>• Difficult negotiations and consultations for agreements</li> <li>• High capacity demand and need for more qualified personnel</li> </ul>	<ul style="list-style-type: none"> <li>• Resistance from non-BAG States and new RAO initiatives</li> <li>• Slow establishment/expansion process</li> <li>• Inadequate capacity of RAO for scope of activities</li> </ul>



# AFI RSOO operationalisation Plan

	Consolidation	2027	Maturation	2030	Optimisation
Rational Membership	Avoid operational membership Duplication		Inter-RSOO Cooperation		Potential Merging of Consolidated RSOOs
Legal Basis	Common/harmonised Regulatory Framework		Ensure Efficiency of regulatory amendment process: evolution and transposition		
Sustainable resources	Consolidate Financial resources		Ensure Financial autonomy		Review and revise RSOO Financial system including charging for services
Competent & sufficient Staff	Ensure Minimum level of competent Staff		Increase Staff in relation with RSOO activities		Adapt Staffing
RSOO activities	Added-value Services and coordination of SO support		Delegated Regional Activities		Delegated of local SO activities

# Responsible Entities

- **AUC & AFCAC**
  - Overall coordination, monitoring, policy advocacy.
- **RSOO/RAIO Secretariats**
  - Implementation of activities and regular reporting.
- **ICAO Regional Offices**
  - Technical support and alignment with global frameworks.
- **Member States**
  - Political backing, secondment of personnel, resource allocation.
- **Development Partners**
  - Provision of financial and institutional support.

# Monitoring and Evaluation

- **RSOO Dashboard, RRAP, Annual Reports**
  - Track progress and validate performance improvements.
- **Customized KPIs**
  - Tailored indicators based on individual RSOO priorities.
- **Annual Reviews, Midterm (2027), Final (2030)**
  - Progress evaluation aligned with ICAO frameworks.

# Sustainability Strategy

- **Funding Mechanisms**
  - State contributions, regional charges, donor funding.
- **Legal Frameworks**
  - Model laws and bilateral delegation agreements.
- **Human Resources Development**
  - Secondments, regional training hubs supported by AATO/AFCAC.
- **Digital Oversight Tools**
  - Cloud platforms for certifications and audits.
- **Political Engagement**
  - Ongoing advocacy through AU, ICAO, AFCAC forums.

# Conclusion

- **Consolidates Studies and Declarations**
  - Unified approach based on past regional strategies.
- **Structured, measurable roadmap for Africa's RSOO system**
  - Promotes sustainable safety oversight modernization.
- **Success depends on Leadership and Collaboration**
  - Regional leadership and multilateral support are vital.





## African Aviation Transformed

# Thank You



[www.afcac.org](http://www.afcac.org)



Dakar, Senegal

