ASSEMBLY — 38TH SESSION

TECHNICAL COMMISSION

Agenda Item 37: Progress on Implementation of the Comprehensive Regional Implementation Plan for Aviation Safety in Africa (AFI Plan)

PROGRESS IN AFRICA – REPORT ON THE COMPREHENSIVE REGIONAL IMPLEMENTATION PLAN FOR AVIATION SAFETY IN AFRICA (AFI PLAN)

(Presented by the Council of ICAO)

EXECUTIVE SUMMARY

This paper presents the progress made in the implementation of the Comprehensive Regional Implementation Plan for Aviation Safety in Africa (AFI Plan) and its associated work programme. The paper also recommends the continuation of AFI Plan over the next triennium, as part of the work programmes of the Africa-Indian Ocean (AFI) Regional Offices. The activities to be carried out by the regional offices will enable them to support the enhancement of safety in the AFI Region.

During the next triennium, it is expected that the implementation of relevant recommendations of the ICAO Special AFI Regional Air Navigation (SP AFI RAN) meeting held from 24 to 29 November 2008 in South Africa will reach a satisfactory level of maturity. The High-level Safety Targets adopted during the Abuja Ministerial Conference on Aviation Safety held from 16 to 20 July 2012 are also expected to be achieved.

Action: The Assembly is invited to:
a) approve the continuation of AFI Plan activities within the work programmes of the regional offices; and
b) adopt the draft Resolution contained in the Appendix to supersede the current Resolution A37-7.

Strategic Objectives:	This working paper relates to Safety Strategic Objective.
Financial implications:	Resources for the activities referred to in this paper are included in the proposed budget for 2014 to 2016 and will need to be complemented with voluntary contributions.
References:	Doc 9958, *Assembly Resolutions in Force* (as of 8 October 2010) Doc 9930, *Report of the Special Africa–Indian Ocean (SP AFI) Regional Air Navigation Meeting*

1.   **BACKGROUND**

1.1   Most ICAO Member States in the AFI Region continue to face challenges in the implementation of the ICAO Standards and Recommended Practices (SARPs). Safety-related deficiencies have been identified by ICAO through monitoring activities performed under the Universal Safety Oversight Audit Programme (USOAP), missions to States and meetings.

1.2   The Comprehensive Regional Implementation Plan for Africa (AFI Plan) was endorsed by the 36th Session of the ICAO Assembly and established by the Secretary General on 1 January 2008 to address civil aviation safety deficiencies in the region.

1.3   In 2010, the 37th Session of the Assembly adopted Resolution A37-7: *Comprehensive Regional Implementation Plan for Aviation Safety in Africa*. Since then, the AFI Plan has provided assistance to African States in the following focus areas:

   a) **Focus area 1**: Enable States to establish and maintain an effective and sustainable safety oversight system;

   b) **Focus area 2**: Assist States to resolve identified deficiencies within a reasonable time frame; and

   c) **Focus area 3**: Enhance aviation safety culture of African aviation service providers.

2.   **DISCUSSION**

2.1   Following the integration of the AFI Plan activities into the regular work programmes of the AFI Regional Offices with effect from 1 January 2011, the main thrust of the implementation plan has been the following:

   a) provision of assistance to States through the development of ICAO Plans of Action tailored to address safety deficiencies identified by the USOAP, prioritizing the resolution of significant safety concerns (SSCs);

   b) provision of assistance to States in their efforts to meet regional safety targets and address emerging safety issues;

   c) promotion of the establishment and strengthening of regional safety oversight organizations (RSOOs); and

   d) intensification of training activities.

2.2   The AFI Plan Steering Committee, established to provide guidance on the AFI Plan, had approved the work programmes for 2011, 2012 and 2013 and related activities proposed by the Secretary of the Plan. The Steering Committee acknowledged the progress made in the implementation of the Plan.

ICAO Plans of Action

2.3   The ICAO Plans of Action have been developed for States with significant safety concerns (SSCs), which are referred to the Monitoring and Assistance Review Board (MARB)[1], as well as for States not referred to the Board but with low level of effective implementation (EI) of the critical elements of a safety oversight system. The Plans are developed in coordination with the State concerned and relevant stakeholders. As of 1 April 2013, twenty-three AFI States have accepted the Plans of Action designed to assist them in resolving the SSCs and addressing major safety deficiencies identified by USOAP activities.

2.4   The ICAO Plans of Action are developed to address major safety deficiencies, giving priority to the resolution of SSCs in the short- and medium-term, and to build the capacity of States to effectively implement safety oversight requirements in the long-term. Specific assistance activities contemplated by the ICAO Plans of Action have been carried out in conjunction with the ICAO Regional Office Safety Teams (ROSTs), Africa-Indian Ocean Cooperative Inspectorate Scheme (AFI-CIS) missions implemented by the African Civil Aviation Commission (AFCAC) and assistance activities undertaken by other entities. ICAO has played a leading role coordinating these activities in order to avoid duplication of efforts and waste of resources.

2.5   ICAO has also developed assistance project proposals specific to relevant States to be implemented through the ICAO Plans of Action. Proposals in need of funding for their implementation are posted on the ICAO Safety Collaborative Assistance Network (SCAN) website http://www.icao.int/safety/scan.

Regional safety oversight organizations (RSOOs)

2.6   The AFI Plan continued to provide necessary support to States in the two established RSOOs: the Banjul Accord Group (BAG) and the East African Community Civil Aviation Safety and Security Oversight Agency (CASSOA). Support is also provided to those States still in the process of establishing RSOOs for the Central African Economic and Monetary Community (CEMAC) and Sao Tome and Principe, the Southern African Development Community (SADC), the West African Economic and Monetary Union (UEMOA) and Mauritania, and the Seven Partner States (Djibouti, Egypt, Eritrea, Ethiopia, Libya, Somalia and Sudan).

2.7   In order to avoid overlapping of functions, proliferation of uncoordinated regional organizations and waste of scarce resources, States have been encouraged not to join more than one RSOO unless the RSOO in question provides different functions. ICAO sent an individual State letter (IND/12/11) in this regard on 15 August 2012 and AFCAC has also initiated sensitization for the concerned States to consider their membership to only one RSOO.

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[1] The MARB was established in December 2011 to provide senior management oversight and direction to ICAO monitoring and assistance activities conducted in referred States for safety and/or security reasons. The MARB is chaired by the Secretary General and includes the Directors of the Air Navigation, Air Transport and Technical Co-operation Bureaux, as well as the participation of ICAO Regional Directors. The Board develops and promotes the implementation of high-level strategies designed to coordinate monitoring and assistance activities in States with significant safety or security concerns, States not participating in ICAO's audit and monitoring processes, and in States not fulfilling their commitments regarding the implementation of their corrective action plans.

Training

Harmonization and standardization of training

2.8   The AFI Plan promoted the establishment of the Association of African Aviation Training Organisations (AATO) aimed at harmonizing and standardizing aviation training in Africa. Support was provided to the AATO Interim Council meetings in 2012, which prepared the constitution, a three-year strategic plan, a first-year business plan and a procedural manual to assist the Council, and to the AATO Constitutive Assembly and First Council Meeting (Abuja, Nigeria, 12 to 14 April 2013).

Training activities

2.9   The AFI Plan continued to conduct intensive training activities through courses, seminars and workshops in the following areas:

   a) Government Safety Inspectors (GSI) - Aircraft Operations (five courses);

   b) Government Safety Inspectors (GSI) – Airworthiness (six courses);

   c) Aerodromes Inspectors Course (eight courses);

   d) State Safety Programme (SSP) and Safety Management Systems (SMS) (twenty-six courses);

   e) Safe Transport of Dangerous Goods by Air (one workshop and two courses);

   f) Aviation Medicine (AVMED) (two workshops); and

   g) European Co-ordination Centre for Accident and Incident Reporting Systems (ECCAIRS) (seven courses).

2.10   A total of 2,193 trainees from various States in the AFI Region have benefitted from training activities conducted from 2008 to 2012. In addition, a survey conducted in 2012 indicated that States and training organizations would appreciate receiving such training programmes on an annual basis to meet their needs.

Abuja Ministerial decisions on safety targets

2.11   The Ministerial Conference on Aviation Safety held from 16 to 20 July 2012 in Abuja, Nigeria, reaffirmed the commitment to promote reliable and sustainable safe air transport in Africa. The Conference emphasized that this would be achieved through thorough and documented Air Operator Certification processes including an effective safety oversight of all African air operators; promotion of the implementation of ICAO Plans of Action and the prompt resolution of SSCs; creation or strengthening of RSOOs and regional accident investigation agencies (RAIAs); as well as States to confine their membership to not more than one RSOO or RAIA; provision of resources and support in the implementation of ICAO Plans of Action and AFI-CIS.

2.12   The Ministerial Conference also adopted a set of high-level aviation safety targets for Africa with applicable timelines, which were endorsed by the Assembly of African Union (AU) in January 2013.

2.13   Efforts in attaining the aviation safety targets and achieving long-lasting improvements have already shown tangible results. Following the validation of corrective actions or mitigating measures implemented, Mali, Mozambique, Rwanda, Seychelles, Sudan and Zambia have successfully resolved the SSCs identified. Mauritania and Sudan have met the target of 60 per cent of EI and significant improvements were also noted by the USOAP in Benin and Madagascar. ICAO will continue to provide assistance and coordinate the efforts of the international aviation community to support States in their efforts to enhance safety.

Coordination between APIRG and RASG-AFI

2.14   The Regional Aviation Safety Group for the AFI Region (RASG-AFI) was established and held its inaugural meeting in March 2012 in Kampala, Uganda, back-to-back with the eighteenth meeting of the AFI Planning and Regional Group (APIRG). The AFI Plan works closely with these two complementary groups which are the main drivers in the implementation of safety management and air navigation efficiency and capacity priorities at the regional level. RASG-AFI and APIRG coordinate their activities and other regional initiatives to address the priorities and emerging issues in synergy with ICAO Plans of Action, AFCAC AFI-CIS and the aviation safety partners, including Airports Council International (ACI), African Airlines Association (AFRAA), Civil Air Navigation Services Organisation (CANSO), and the International Air Transport Association (IATA).

3.   **CONCLUSION**

3.1   Although significant progress has been achieved in enhancing aviation safety in Africa, as a result of considerable work and actions undertaken through the AFI Plan, it is recognized that identified SSCs and safety deficiencies in the region are yet to be addressed and resolved satisfactorily. Therefore, assistance to States through ICAO and aviation safety partners is still required.

3.2   A draft Assembly Resolution to supersede the current Resolution A37-7: *Comprehensive Regional Implementation Plan for Aviation Safety in Africa* is contained in the Appendix.

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APPENDIX

DRAFT RESOLUTION FOR ADOPTION BY
THE 38TH SESSION OF THE ASSEMBLY

Resolution A37-7A38-xx: Comprehensive Regional Implementation Plan for Aviation Safety in Africa

Whereas ICAO continues to play its leadership role to reduce serious deficiencies in the Africa-Indian Ocean (AFI) Region which are detrimental to the functioning and further development of international civil aviation;

Noting that actions taken by ICAO under the Comprehensive Regional Implementation Plan for Aviation Safety in Africa (the AFI Plan) have begun to demonstrate positive progress in enhancing aviation safety in the continent;

Noting with satisfaction the significant progress made by African States in improving their level of safety oversight;

Recognizing that success in fully achieving the objectives of the AFI Plan mainly depends on the efforts made by the African States themselves;

Recognizing that many Contracting States in the AFI Region, despite the efforts they make, would, in the immediate future, require continued technical and/or financial support from ICAO and other stakeholders to comply with the requirements of the Chicago Convention and its Annexes;

Recognizing that many African States cannot, on their own, support an effective and sustainable national safety oversight system and therefore have to be urged and supported to establish regional safety oversight organizations (RSOOs);

Recalling Recommendation 4/5 of the Special Africa-Indian Ocean Regional Air Navigation Meeting (SP AFI/08 RAN) on the establishment of regional accident investigation agencies (RAIAs) alongside the development and establishment of ~~regional safety oversight organizations~~RSOOs, thus enabling States to meet their international obligations in the area of accident investigation by collaborating and sharing resources;

Noting that ICAO~~, under its AFI Comprehensive Implementation Programme (ACIP), has begun to support~~ is supporting many African States to establish ~~Regional Safety Oversight Organizations~~RSOOs and ~~Regional Accident Investigation Agencies~~RAIAs;

Noting the Abuja Declaration on Aviation Safety in Africa adopted during the Ministerial Conference on Aviation Safety held in Abuja in July 2012;

~~Noting the recommendations of the ICAO and AFCAC joint meeting on enhancement of aviation safety in Africa held in N'djamena, Chad on 13 May 2010;~~

Noting the aviation safety targets adopted during the Ministerial Conference on Aviation Safety held in Abuja, Nigeria in July 2012 and endorsed by the Assembly of the African Union in January 2013;

Noting the ICAO Plans of Action developed for some Contracting States will serve as a platform to provide, in coordination with other stakeholders, direct assistance in resolving their significant safety concerns (SSCs) as well as other major safety deficiencies;

Noting that regional organizations initiated or established in the AFI Region will continue to require ICAO support for the near future and until they are solidly established and self-supporting;

Recognizing the benefit of continuing to coordinate, under the ICAO umbrella, activities of all stakeholders providing assistance to States in the AFI Region;

Recognizing that ICAO will require additional resources to successfully carry out the support it provides to States in the AFI Region; and

Noting that strong ~~R~~regional ~~O~~offices would be a positive catalyst for the enhancement of aviation safety in the AFI Region;

The Assembly:

1.   *Welcomes* the considerable effort made by African States and regional organizations to enhance aviation safety;

2.   ~~*Declares* that the implementation of ACIP programme activities will continue within the work programme of the African Regional Offices;~~

3.   ~~*Urges* the Secretary General to ensure that the African Regional Offices are provided with the required personnel and financial resources to ensure the effective continuation of the work programme initiated by ACIP;~~

2.   *Urges* Contracting States of the AFI Region that accepted ICAO Plans of Action, to commit to achieving the objectives set forth in the Plans, through the resolution of major safety-related deficiencies, including the SSCs;

~~4~~3.   *Urges* Contracting States of the AFI Region to commit to and accelerate the establishment of ~~regional safety oversight organizations~~RSOOs and ~~regional accident investigation agencies~~RAIAs, where required, and strengthen cooperation across the region in order to make the optimum use of available resources;

5.   ~~*Instructs* the Council to notify States, industry and donors of the priority projects arising from the gap analysis;~~

4.   *Urges* Contracting States of the AFI Region to refrain from duplication of services in joining more than one RSOO;

5.   *Urges* Contracting States of the AFI Region to implement the recommendations of the AFI Planning and Implementation Regional Group (APIRG) and the Regional Aviation Safety Group (RASG-AFI) meetings;

6.   *Urges* States, industry and donors to support the implementation of priority ~~projects~~activities identified by ~~the gap analysis, performed in accordance with the Global Aviation Safety Plan (GASP)~~ APIRG and RASG-AFI;

7.   *Urges* States, industry and donors to make contributions in cash and kind towards the implementation of the AFI Plan and *instructs* the Council to recognize all such contributions;

8.   *Urges* African States, ICAO and AFCAC to jointly address identified safety deficiencies ~~identified through the safety oversight audits and implement the recommendations made by the ICAO/AFCAC joint meeting on aviation safety in Africa~~;

9.   *Instructs* the Council to monitor the ~~implementation of the recommendations of the joint ICAO/AFCAC meeting on aviation safety in Africa~~achievement of the aviation safety targets established by the Ministerial Conference on Aviation Safety held in Abuja in July 2012;

10.   *Instructs* the Council to ensure ~~a stronger ICAO leadership role~~the continued leadership role of ICAO in coordinating activities, initiatives and implementation strategies aimed specifically at implementing priority projects to achieve sustainable improvement of flight safety in the AFI Region and to allocate resources to the relevant ~~R~~regional ~~O~~offices accordingly;

11.   *Instructs* the Council to monitor and measure the status of implementation in the AFI Region throughout the triennium and to report to the next ordinary session of the Assembly on the progress made; and

12.   *Declares* that this resolution supersedes Resolution A3~~6~~7~~-17~~.

— END —