



INTERNATIONAL CIVIL AVIATION ORGANISATION

**AFI PLANNING AND IMPLEMENTATION REGIONAL GROUP
THIRTEENTH MEETING (APIRG/13)**
(Sal, Cape Verde, 25-29 June 2001)

Agenda Item 9: Technical cooperation

TECHNICAL CO-OPERATION PROGRAMME IN AFRICA

(Presented by the Secretariat)

SUMMARY

This paper presents the activities of the Technical Co-operation Bureau (TCB) in Africa, and avenues to obtain support for the implementation of development projects in civil aviation .

1. TECHNICAL CO-OPERATION PROGRAMME

1.1 INTRODUCTION

1.1.1 The Technical Co-operation Programme in Africa includes all the technical support activities performed by the Technical Co-operation Bureau for the 47 States accredited to the Dakar and Nairobi ICAO Regional Offices as well as for the 6 North African States accredited to the Cairo and Paris Regional Offices. These technical support activities are provided within projects, which are funded by the recipient State or by a third party funding partner. An agreement, in the form of a UNDP project document, Management Services Agreement (MSA), Trust Fund or Civil Aviation Procurement Services (CAPS) Agreement is signed between the two or more parties to describe the role and input of each one.

1.2 TECHNICAL CO-OPERATION PROGRAMME IN AFRICA IN 2000

1.2.1 The Technical Co-operation Programme in Africa in 2000 has provided support to 19 States in various fields of civil aviation. From the region, a total of 15 persons received training in institutions in Africa or overseas, and equipment worth about US\$260 000 was procured by ICAO for civil aviation administrations. The remainder of ICAO's technical cooperation activities related to the provision of expert services.

1.2.2 The projects implemented within the Technical Co-operation Programme concerned subjects as diverse as feasibility studies for the creation of autonomous civil aviation authorities, the development of airport services, or the operation of a Flight Information Centre. The total programme value was about US\$4.3 million.

1.2.3 ICAO's priorities are reflected, as far as possible, in the Africa Technical Co-operation Programme. In continuation of the work carried out these past years, additional feasibility studies were undertaken for new States who expressed interest in restructuring their civil aviation administration. Experience gained worldwide from projects related to the establishment of Civil Aviation Authorities (CAAs) indicates that where airports and route facilities have been operated by autonomous authorities, their overall financial situation has generally tended to improve. Consequently, where improved efficiency and financial results can be achieved, ICAO recommends that States consider the establishment of such authorities.

1.2.4 Emphasis was placed as well in the development of projects aimed at remedying the deficiencies identified during the audits undertaken by the ICAO Universal Safety Oversight Audit Programme (USOAP). The audits showed that the lack in oversight capability originate mainly in the shortage of funding, human and material resources. To achieve long-term sustainability of Safety Oversight capacity in an environment of relatively low density of operators and aircraft, it was considered advantageous to pool personnel and financial resources. Therefore sub-regional projects are being developed, on the same principles as those being successfully implemented in other regions. Key components are the establishment and training of a core of highly qualified flight operations and airworthiness inspectors from the sub-region to be able to perform the full range of flight safety inspection and certification functions, definition of a mechanism to exercise the safety oversight and retaining the regional inspectors, and the harmonization of air laws, regulations and procedures. The objective here is to have suitable and efficient airworthiness and flight operations regulatory systems.

1.2.5 The scope of the Technical Co-operation Programme in Africa is very low in comparison with the needs identified in the region, which are reflected in many Working Papers of this meeting presenting the shortcomings and deficiencies in various aviation fields. The traditional funding (in the form of grants from UNDP) which was available in the past has practically disappeared. For example, UNDP financed the Technical Co-operation Programme in Africa at the rate of 85 per cent in 1990, and only 8 per cent in 2000. In nominal terms, the decrease is even larger, since UNDP contributed a total of US\$9 028 000 to the ICAO Programme in Africa in 1990, versus US\$365 000 to the 2000 Programme, i.e. 25 times less.

1.2.6 The change of policy and strategy by the UNDP has hurt the development of the aviation sector, particularly in Africa. Yet Africa is the region with the most requirements, where the actions required to implement fully the SARPs are the most numerous. Civil aviation in general, and air transport in particular, have been systematically excluded from the Country Strategy Notes where priorities are addressed. This has been done despite the undeniable role that aviation plays in the economic and social development of all countries.

1.3 FUNDING FOR NEW PROJECTS

1.3.1 The significant reduction in UNDP funding of civil aviation projects has been worldwide, and other regions have been affected similarly. However, in the Americas, for example, the Programme has nevertheless expanded with new funding made available by the States themselves. The States have seen the benefits, in terms of quality and in terms of cost, of having the technical support of ICAO for many of their development projects. They are also repeatedly coming to ICAO for procurement of aviation equipment and complex systems, satisfied of having better suited equipment at better conditions.

1.3.2 When funding from the State is not sufficient, the other avenue is to look for third party funding partners, whether they are a State or, more often, a multilateral organization. Apart from limited scope studies, the funding is usually in the form of a soft loan rather than a grant.

1.3.3 Faced with the dramatic decrease of UNDP funding for aviation in Africa, ICAO's Technical Co-operation Bureau has approached new partners to diversify the funding base of the programme. This resulted in having six projects signed in the year 2000 with new funding partners. This brings hopes that the many requirements to strengthen civil aviation in the Africa Region may in the near future involve a larger funding base.

1.3.4 However, the process has also confirmed the requirements for obtaining funding for civil aviation development projects in Africa. Certainly, projects have to be based on a need well defined and documented. In addition, funding partners are repeatedly requesting a strong commitment of the recipient governments or administrations to the aviation developments proposed through the project. They also want to be assured, and that is a key factor, of the sustainability of the project's outcome. In other words they want to be sure the money they provide will help achieve some results that will not fade nor disappear once the project is finished.

1.3.5 To facilitate the submission of detailed project proposals, the ICAO Council has agreed to assign US\$435 000 for the development of Safety Oversight projects in Least Developed Countries and for States who have no contributions in arrears. Although ICAO does not have funds of its own for technical cooperation activities, the Council took this exceptional measure in recognition of the significant gap existing between the technical cooperation requirements and the number of funded projects.

1.3.6 In addition ICAO Technical Cooperation Bureau will be organizing a seminar that will present in detail how it works and implements projects, and what are the requirements to develop a successful project having some chances to be supported by financial partners.

1.3.7 In most cases, when considering projects for funding, financial partners expect, as a commitment from the States, an active participation in the preparation of the project and a contribution to its cost. Without these two elements, the possible funding partners are not reassured that the civil aviation administrations will participate fully in the project activities and will be in a position to ensure the sustainability of the project achievements after its termination. They are therefore very hesitant to provide financial support.

1.3.8 Member States may wish to consider these elements when submitting requests for technical cooperation activities. ICAO and its Technical Co-operation Bureau remain available to work with AFCAC and its Member States to develop and jointly present well structured project proposals to funding partners.

1.4 SCOPE FOR NEW PROJECTS

1.4.1 For over a decade the trend towards globalization has shaped world affairs. AFCAC and its Member States will have to adapt to the trend in order to maintain currency and in order to benefit from the pooling of resources.

1.4.2 Already a number of regional groupings have embarked on studies to explore their potentials for cooperation and integration of aeronautical activities. Among the areas that present long term potential for cooperation are CNS/ATM, Safety Oversight and Search and Rescue. These areas also have the potential to attract funding participation by users and other stakeholders within and outside the aeronautical industry.

1.4.3 In the implementation of CNS/ATM, African States may wish to take efficient advantage of

available resources for the adoption of new technologies to make the transition to future air navigation systems and in the maintenance of aeronautical infrastructure and facilities (WP/6). This would require a deliberate and calculated effort on the part of civil aviation authorities to collaborate in the rationalization, harmonization and integration of air navigation infrastructure and services. In the other regions of the world, such as Latin America and Asia/Pacific, regional projects in CNS/ATM involving groups of States have been embarked upon with encouraging degrees of success. ICAO can play a central role in coordinating the cooperation arrangements.

1.4.4 Among the obligations of the States' civil aviation administrations is the responsibility for the regulation and oversight of flight operations. As indicated earlier, the ICAO Universal Safety Oversight Audit Programme has shown that many civil aviation administrations, especially in Africa, have difficulty in meeting this obligation (WP/12). The cooperative approach has been adopted as a solution to the problem in some areas of the world. This approach involves the establishment of a regional framework for the joint utilization of resources, thus enabling maximal use of available manpower while building a regional capacity for self reliance in safety oversight. TCB is assisting a number of African States in the establishment of a forum for collaboration on a regional level in matters of safety oversight.

1.4.5 There is a definite need to update the capacity and skills of regional and national institutions and persons providing Search and Rescue services to enhance their capacity to organize and implement search and rescue operations in a timely, economically and efficiently coordinated manner (WP/31).

1.4.6 In fact, recent aircraft accidents in some parts of Africa have revealed inadequacies in the area of Search and Rescue which need to be addressed. In accordance with the recommendations of the Seventh Africa-Indian Ocean Regional Air Navigation Meeting (AFI/7 held in Abuja, 12-23 May 1997) and Conclusion 12/30 of the Twelfth APIRG Meeting (Tunis, 21-25 June 1999), the States concerned must assign high priority to the implementation of the ICAO specifications relating to Search and Rescue services.

1.4.7 In view of the current serious shortcomings (lack of human and material resources, statutory instruments not updated, non-existent cooperation agreements, etc.), it is essential that a regional or continental approach be adopted in order to allow the African States to meet their obligations.

1.5 MEMORANDUM OF UNDERSTANDING BETWEEN ICAO AND AFCAC

1.5.1 Potential funding partners have indicated on various occasions that regional and subregional development projects have a greater possibility of success for approval if they were presented by regional organizations. It is believed that an optimal strategy would be for ICAO and AFCAC to coordinate the development of regional project documents on the basis of which AFCAC and its Member States would request financing from funding partners for project implementation with ICAO as Executing Agency.

1.5.2 In order to take advantage of AFCAC's ability to obtain funding for technical co-operation projects and ICAO's experience in developing and implementing such projects, AFCAC and ICAO agreed to sign a Memorandum of Understanding (MoU) of which ICAO will act as Executing Agency for AFCAC projects funded by third parties, including the African, Caribbean and Pacific (ACP) Group of States. The MoU between ICAO and AFCAC was signed in Montreal on 28 July 2000, its thrust being a commitment from ICAO and AFCAC to cooperate in the preparation of project proposals, resource mobilization and project implementation.

1.6 AFCAC 16TH ASSEMBLY

1.6.1 The funding difficulties were discussed at the AFCAC 16th Assembly held in Cairo, Egypt from 21 to 26 April. The AFCAC Assembly, in recognising the seriousness of this issue, called upon ICAO and

AFCAC to jointly approach UNDP to reconsider its funding priorities in the African Continent and re-instate the air transport sub-sector as a high priority activity that is crucial to the social and economic development, as well as an important factor in the effort to eliminate poverty in the Region.

2. ACTION

2.1 AFI States are invited to note the information presented in this paper and to develop with ICAO's Technical Co-operation Bureau and AFCAC detailed proposals to improve the civil aviation services in the region.

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