



International Civil Aviation Organization

**AFI PLANNING AND IMPLEMENTATION REGIONAL GROUP
SIXTEENTH MEETING (APIRG/16)**

(Kigali, Rwanda 19-23 November 2007)

Agenda Item 7: Technical Cooperation

**7.1 Cooperation Development of Operation Safety and Continuing
Airworthiness Programme (COSCAP)**

COSCAP Programmes in Africa

Presented by the Secretariat

1. Background

1.1 The COSCAP programme in West and Central Africa was developed following the conclusion of a study on a mechanism for cooperation in aviation safety oversight at the sub-regional level, which was carried out by ICAO at the request of the Union Economique et Monetaire Ouest Africaine (UEMOA) and Economic Community of West African States (ECOWAS) in 2001. The concept of three COSCAP projects to cover the States of West and Central Africa, was subsequently adopted by the Council of Ministers responsible for Civil Aviation of the West and Central African Region, at a meeting held in Lome, Togo in February 2002. The three COSCAP projects were anchored in the existing sub-regional groupings - Union Économique et Monétaire Ouest Africaine (UEMOA)¹, Banjul Accord Group² and Communauté Économique et Monétaire de l'Afrique Centrale (CEMAC)³. Members of each group were required to sign a Memorandum of Understanding indicating their commitment to the implementation of the COSCAP Project.

1.2 With the favourable response to the COSCAP Programme in other regions of the world, especially in the West and Central African sub-region, the concept was subsequently extended to the Eastern and Southern African sub-region.

1.3 Furthermore, the African Ministers responsible for air transport met in Libreville, Republic of Gabon in May 2006 and adopted the Libreville Plan of Action which included among others, the decision to encourage the Regional Economic Communities to undertake or pursue the COSCAP or similar programmes in the regions where they do not exist and to establish Regional and Sub-Regional Safety Oversight Organizations (RSOOs).

¹ Benin, Burkina Faso, Côte d'Ivoire, Guinea Bissau, Mali, Niger, Senegal, Togo

² Gambia, Ghana, Cape Verde, Guinea, Liberia, Nigeria, Sierra Leone

³ Cameroun, Central African Republic, Congo, Equatorial Guinea, Gabon, Tchad

2. The COSCAP Project

2.1 The COSCAP Project is a cooperative agreement between Participant States, which aims at enhancing the safety of air transport operations in a sub-region. Directed by a Programme Steering Committee and managed by ICAO through an in-trust fund, the project main goals are:

- To provide among the Participant States in the sub-region a focal point that deals with all questions relating to air operator certification and technical inspections with a view to harmonize and standardize all related policies, regulations and procedures;
- To facilitate a coordinated approach with regard to shared technical expertise made available to Participant States in order to avoid duplication of efforts and to ensure that CAAs benefit to the greatest extent from these resources;
- To enhance the capacity of CAAs to provide safety oversight through augmentation of national inspectors technical knowledge and qualifications by providing theoretical and on-the-job training;
- To perform air operator certification and surveillance tasks on behalf of CAAs whose oversight capability is currently limited, or to improve to the required level the safety oversight capability of other Participant States;
- To address other specific issues and deficiencies pointed out in the IUSOAP audit reports of the Participant States;
- To establish Regional Aviation Safety Teams (RASTs);
- To establish an aerodrome inspection and certification programme and
- To serve as a pilot project for the establishment of a permanent aviation safety oversight organization.

2.2 Each of the COSCAP projects in Africa (with the exception of COSCAP-UEMOA and COSCAP-CEMAC) includes a component for the conduct of a feasibility study on the creation of a permanent Regional Aviation Safety Oversight Organisation (RSOO). In the case of UEMOA and CEMAC, the studies are being conducted outside the framework of the Project.

2.3 With the expansion of the scope of the ICAO safety audits to cover all the Annexes of the Convention, it is envisaged that the scope of the COSCAP Programmes and subsequently of the successor RSOOs will also expand to incorporate the requirements of the ICAO Comprehensive Safety Audit.

3. Funding

3.1 COSCAP projects are being implemented with trust funds provided to ICAO by the project Participant States and supplemented by donor funds. The donors consider participation in the funding of the project by the project participant States as an indication of the future sustainability of the Programme.

3.2 The projects are established in the spirit of mutual cooperation between the Participant States for elevating the level of flight safety oversight and to provide the safest possible air transportation system.. All Participant States being integral and inherent part of this regional cooperative project, each contributes in cash for the implementation of the project. Thus allowing the beneficiary States to take full ownership of the programme

3.3 Supplemental cash contribution from interested third party donors, including countries, regional development banks, international organizations, are not only welcome but are crucial to the success of the project. The greater the number of participants, including the donors, the smaller the individual cost to each nation or organization of supporting a comprehensive programme.

3.4 While cash contribution is obligatory, in-kind contributions from Participating States and the donor community are also welcome. The in-kind contributions from Participating States may include, but not be limited to, offering the services of their experienced inspectors at no cost to the project on as required basis to supplement the efforts of the project's internationally recruited experts and the core of Regional Inspectors.

3.5 The in-kind contribution from the donors may include, but not be limited to, the provision of training courses including instructor services in the region and making available their training facilities for the enhancement of the project inspectors' qualifications and certifications.

4. Project Steering Committee:

4.1 Each individual project is guided by a Steering Committee (SC) even from pre-project implementation stage. The Steering Committee meets regularly during the project implementation stage at 6 month intervals or earlier as circumstances require, to review the project progress, to review and decide upon the annual work plan proposals and to carry out other functions as stipulated in its adopted SC administrative procedures.

Members:

Directors General of the Participant States/administrations or their delegated representatives;

Representatives of ICAO - the Director, ICAO Technical Co-operation Bureau or his representative, the ICAO Regional Director or his nominee; and the ICAO Project Coordinator.

Associate Members:

Representatives from the Donors and Industry Partners who contribute to the project; and

Other countries and/or multilateral organizations who contribute to the project.

Thereby ensuring effective involvement of the beneficiary States and organizations in the definition, monitoring, delivery and evaluation of the project activities.

5. COSCAP Projects in action:

- Qualification training of Regional and National Inspectors
- Conduct of inspections and airline audits at the request of States
- Conduct of mock audits of CAAs at the request of States
- Harmonisation (to the extent possible) of regulations and procedures through safety working groups comprising representatives of participating States and project personnel
- Training of regional and national inspectors in the application of the harmonized regulations and procedures.
- Provision of a wide range of supplemental technical assistance by industry

6. Expected End of Project Situation

6.1 For the participating countries, the project will have systematically addressed the weaknesses identified by the IUSOAP audits. The project will have provided the RSOO with a number of regional

inspectors capable of performing the full range of flight operations and airworthiness certification and surveillance activities to international standards.

6.2 The proposed cooperative safety oversight organization would constitute a cost-effective means for the participating States to meet their international obligations of providing flight safety oversight. In the future, the scope of the safety oversight organization could be expanded to include functions in the areas of aviation security, aerodrome certification and safety oversight and ATC safety oversight

6.3 A continuing programme will have been established in States for carrying out the certification and inspection functions in accordance with regulations and procedures that will be fully acceptable to the international aviation community. Harmonization of basic aviation legislation will have been achieved, to the extent practicable, through the provision of appropriate recommendation and assistance to the States on amendments to the basic aviation legislation. Similarly, harmonization of regulations and procedures for the operation of aircraft, airworthiness of aircraft and personnel licensing will have been achieved to the extent practicable through the production of generic regulations and procedures manuals that will conform fully to ICAO SARPS and assistance to the States in the adoption thereof.

6.4 The proposed RSOO will be poised to augment the existing resources of each of the participating States to the extent required for the effective discharge of their international obligations in respect of safety oversight. Additionally, it will constitute a continuing resource for the training of the States' inspectors and for the development of their individual flight safety organizations to the extent that they plan.

6.5 Lastly, a regional flight safety oversight and training resource will have been established which may be made available at the discretion of Participant States to States outside the community on a fee-for-service basis.

(cont'd.)

Status of COSCAP Projects in Africa

COSCAP-UEMOA

Provisionally based in Ouagadougou, Burkina Faso
Operationally commenced in October 2005

Achievements to date:

- Harmonization of regulations (on-going);
- Qualification training of regional inspectors;
- On-the-job training of regional and national inspectors;
- training of trainers; training of regional and national inspectors in the use of regulations;
- conduct of mock audits of CAAs.



COSCAP-BAG

Based in Abuja, Nigeria
Operationally commenced in November 2005

Achievements to date:

- Harmonization of regulations (on-going);
- Meetings of Regional Safety Working Groups;
- Qualification training of regional inspectors;
- On-the-job training of regional and national inspectors;
- training of trainers; training of regional and national inspectors in a wide range of safety related subjects;
- conduct of mock audits of CAAs;
- Conduct of airline inspections and audits at the request of CAAs.



COSCAP-CEMAC + Sao Tome e Principe

Based in N'Djamena. Chad
Project approved. Start-up formalities in progress



COSCAP-SADC ⁴

Based in Gaborone, Botswana
Project approved. Start-up formalities in progress



COSCAP-COMESA ⁵

Project not yet approved

⁴ Angola, Botswana, Democratic Republic of Congo, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, South Africa, Swaziland, United Republic of Tanzania, Zambia and Zimbabwe

⁵ Burundi, Djibouti, Egypt, Eritrea, Ethiopia, Rwanda, Sudan