



WORKING PAPER

**SPECIAL AFRICA-INDIAN OCEAN (AFI)
REGIONAL AIR NAVIGATION (RAN) MEETING**

Durban, South Africa, 24 to 29 November 2008

**Agenda Item 5: Development of a set of comprehensive work programmes in the safety field
(Safety Committee)**

**COORDINATION AND ALIGNMENT OF ASSISTANCE PROVIDED TO AFRICAN
STATES AIMED AT ENABLING THEM TO ESTABLISH AND MAINTAIN AN
EFFECTIVE AND SUSTAINABLE SAFETY OVERSIGHT SYSTEM AND RESOLVE
IDENTIFIED DEFICIENCIES**

**COORDINATION OF BILATERAL AND/OR MULTILATERAL PROVISION OF
ASSISTANCE TO ENHANCE AVIATION SAFETY IN AFRICA**

(Presented by the Secretariat)

SUMMARY

This paper presents an overview of the need to coordinate and align the assistance provided to States in the AFI Region which is aimed at enabling States to establish and maintain an effective and sustainable safety oversight system and resolve identified deficiencies. The paper submits the need for a coordinated approach to the provision of assistance under an agreement, in order to prevent a duplication of assistance programmes. It argues that proper coordination and alignment under the leadership of ICAO, in line with the various Assembly Resolutions, would significantly improve the effectiveness of the support provided and enhance aviation safety in the AFI Region.

Action by the meeting is in paragraph 4.

1. INTRODUCTION

1.1 Over the last few decades, and specifically since the establishment of the ICAO Universal Safety Oversight Audit Programme (USOAP) to help to identify deficiencies in the implementation of ICAO Annex provisions, there has been a lack of effective implementation of the critical elements of a safety oversight system in the majority of the States in the AFI Region. African States have also been challenged in acquiring adequate assistance from donor States and international and regional organizations. However, in some cases, similar assistance was being provided from various sources resulting in a duplication of effort, causing confusion and thus falling short of ensuring effective implementation. Even when assistance provided by different donors is subject-specific, due to the interdependent nature of the industry, there will be some overlap and therefore a need for effective coordination to ensure efficiency and sustainability.

2. DISCUSSION

2.1 The call for Contracting States able to do so to provide requesting States with technical cooperation in the form of financial and technical resources to enable requesting States to carry out their safety oversight responsibilities has been the subject of ICAO Assembly Resolutions since its 29th Session in 1992 (Assembly Resolution A29-13 refers). In fact donor States, and international and regional organizations have been actively involved in supporting aviation projects in African States long before an ICAO Assembly Resolution was formulated to this end. Nevertheless, the existence of Assembly Resolutions further emphasizes the need and reinforces the effort required to provide effective and sustainable assistance.

2.2 The first preamble of Assembly Resolution A36-1 states: “*Whereas* it is essential that there be increased coordinated efforts under ICAO leadership to reduce serious deficiencies in the Africa-Indian Ocean (AFI) Region which are detrimental to the functioning and further development of international civil aviation.” Further, Resolving Clause 4 of the Resolution “*Encourages* all Contracting States, industry and donors to undertake projects that address the priorities identified through the gap analysis, which is to be consistent with the Global Aviation Safety Plan (GASP) and other principles laid out in the AFI Plan.”

2.3 The main objective for coordinating and aligning assistance provided to States in the AFI Region would be to ensure that individual and collective safety-related aviation assistance programmes lead to sustained improvements in the global aviation safety undertakings. To this end, sharing of information to improve the coordination process is considered essential so that assistance programmes of individual States are efficiently and appropriately focused. This would leverage State assistance activities and resources most effectively; prevent duplication of effort; and enable synergy in activities.

2.4 Assistance provided by donor States and international and regional organizations vary in accordance with agreements entered into with the requesting State. However, they are mostly concentrated on activities directed at resolving identified deficiencies in the area of a State’s capability for safety oversight. Audits conducted by ICAO and other entities in several African States have revealed serious shortcomings and a lack of effective oversight on the part of national authorities. This includes lack of effective implementation of the critical elements of a safety oversight system, aggravated by the lack of adequately qualified and experienced personnel and the lack of adequate training programmes for civil aviation personnel responsible for the safety of aircraft operations in their respective States. Available information also indicates that most donor assistance is provided in the area of training of personnel but due to lack of reliable information, it has been observed that the same officers have been provided with similar training from different States and donor organizations thus duplicating efforts without increasing the effectiveness and/or efficiency of the State assisted. Similar cases are also observed in the area of assistance relating to the development of operational regulations whereby requesting States are provided with a variation of regulations from donor States. In general, lack of appropriate coordination and alignment has resulted in the misuse of resources without achieving the desired results.

2.5 Over the last year, ICAO, in coordination with donor States has developed the International Database of Assistance Projects (IDAP) where information relating to assistance being provided to requesting States can be made available to donor States and organizations thus enabling the sharing of information on assistance provided. The availability of such information will assist in directing assistance where it is most needed and prevents the duplication of efforts. The availability of such information will enable donor States to:

- a) identify possible funding sources/partners and their point of contacts (POCs);
- b) view activities planned by other States before undertaking an assistance project;

- c) identify areas where assistance is not provided or may be lacking sufficient focus; and
- d) assist in setting priorities.

2.6 In addition, the sharing of information could also create a possible movement toward a standardized approach to training and provide the ability to access database information to better direct training curricula. POC information to conduct bilateral or multilateral discussions on joint activities can also provide the possibility for the creation of a network of contacts to share ideas on project development, project management, lessons learnt on project implementation and closeout, and experiences with aviation safety experts.

2.7 The database established by ICAO will not require extra funding or contributions, or direct State resources or activities. It will also not reveal sensitive information that could be used against a State or require involuntary identification of funding levels or sources. In sum, information would be provided and accessible only to donors and assistance receiving States. Audit and other types of sensitive information will not be included in the database.

2.8 The role of ICAO would be to maintain the database and populate it with information already available to ICAO (Technical Co-operation Bureau (TCB), Implementation Support and Development Branch (ISD) and AFI Comprehensive Implementation Programme Steering Committee (ACIP)); lead regional efforts toward a collective response to appropriately coordinated and aligned assistance; conduct trend analysis to identify gaps, overlapping programmes and redundancies; and plan meetings of donors to exchange information and lessons learned.

2.9 The role of ICAO in the alignment of assistance will involve ensuring the application of the GASP principles and methodology by States or groups of States in the development of their action plans for resolving deficiencies. ICAO will also help to identify possible funding sources/partners and facilitate the implementation of the action plans undertaken either through TCB or another organization. Furthermore, ICAO will play a major role in monitoring implementation of the action plans through ACIP, Regional Offices, TCB, ISD and the Safety Oversight Audit Section (SOA). Information on the progress of implementation will be made available to the States and concerned stakeholders as needed.

3. CONCLUSION

3.1 For the coordination and alignment process to bear fruit, it is absolutely essential for States and donors providing aviation-related assistance in the AFI Region and States receiving such assistance to fully cooperate with ICAO by providing the required information and updating such information in a timely manner. It is equally essential for ICAO and donors to continuously update the information contained in the IDAP and make it available to users with the aim of achieving the goals and objectives of the AFI Implementation Plan. To this end the ACIP will follow the GASP, in coordinating and aligning assistance, and in collaboration with all regional and subregional organizations and States within the AFI Region, will continue to ensure that no unnecessary overlap or duplication of effort remains uncorrected. On this basis, the meeting is invited to adopt the following recommendation:

Recommendation 5/x — Coordination and alignment of assistance provided

That as a means to coordinate and align assistance aimed at resolving identified deficiencies and the overall enhancement of safety in the AFI Region, stakeholders, and specifically receiving States and donors, provide information to ICAO on assistance being provided to States.

4. **ACTION BY THE MEETING**

4.1 The meeting is invited to:

- a) note the information contained in paragraphs 1 and 2 above;
- b) note relevant Assembly Resolutions encouraging increased coordinated efforts under the leadership of ICAO;
- c) approve the draft Recommendation in paragraph 3.1 above; and
- d) re-affirm ICAO's leadership role in coordinating and aligning assistance being provided to enhance aviation safety in the AFI Region.

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