



**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)**

**IMPLEMENTATION OF THE ACIP WORK PROGRAMME AND THE DEVELOPMENT  
OF A SUITABLE AND CONSOLIDATED ACTION PLAN AIMED AT IMPROVING  
AVIATION SAFETY IN THE AFI REGION**

(Presented by the Secretariat)

**SUMMARY**

This paper presents information on the AFI Comprehensive Implementation Programme (ACIP) work programme and efforts being made on the part of ICAO and all stakeholders to ensure the effective implementation of the work programme. It urges States in the AFI Region to participate actively in the ACIP work programme and to commit to implement prioritized projects designed to enhance aviation safety in the region. All other States, the industry and donors as stakeholders in the enhancement of safety throughout the world are invited to undertake prioritized projects developed on the basis of the Global Aviation Safety Plan (GASP) as contained in Assembly Resolution A36-1.

Action by the meeting is in paragraph 4.

**1. INTRODUCTION**

1.1 Audit results of the ICAO Safety Oversight Programme since its inception in 1996, as the voluntary assessment of the implementation of Annex 1 — *Personnel Licensing*, Annex 6 — *Operation of Aircraft* and Annex 8 — *Airworthiness of Aircraft Standards and Recommended Practices (SARPs)*, and the comprehensive systems approach-based audits launched in 2005, revealed that the majority of the African States share similar shortcomings in their ability to establish and manage an appropriate and effective safety oversight system. Those deficiencies have been clearly identified by the very high level of lack in effective implementation of the critical elements (CEs) of a State's safety oversight system derived from the analysis of safety oversight audits. Lack of effective implementation of international standards and the critical elements in the AFI Region is mostly attributed to the lack of adequate resources in the States for the establishment and management of effective and sustainable safety oversight systems.

1.2 The Comprehensive Regional Implementation Plan for Aviation Safety in Africa (AFI Plan) was, therefore, launched to work closely with States in the AFI Region and all stakeholders to enhance aviation safety in Africa.

1.3 This paper presents the work programme and the implementation plan of the AFI Comprehensive Implementation Programme (ACIP) established to give effect to the objectives of the AFI Plan and Assembly Resolution A36-1.

## 2. DISCUSSION

2.1 Aviation activities in Africa, although indicating significant increase over the years, is still stagnant at less than 3 per cent of the global activities (international and domestic). While Africa had the second highest regional growth rate per year between 2006 and 2007, the traffic still averages 2.6 per cent of the global civil aviation activities. This in spite of Africa being the second largest continent, inhabited by over 17 per cent of the world population and with the least developed means of surface transport, continent-wide. What is more, with less than 3 per cent of the global aviation activity, Africa as a whole has the highest rate of accidents at more than nine times the world average. The following table depicts global aviation traffic for 2007 and Africa's share in the global market.

Global Aviation Traffic – 2007									
Region	Passengers	(a)	(b)	Freight (tones)	(a)	(b)	Movement (Dep/Arr)	(a)	(b)
Africa	126 733 157	13.7	2.8	1 602 721	11.8	2.0	2 065 702	8.1	3.0
Asia Pacific	1 035 342 886	7.7	23.1	27 819 299	3.8	34.6	9 303 745	5.5	13.6
Europe	1 422 573 122	7.3	31.8	16 893 105	4.7	21.0	19 217 943	3.6	28.0
L. America Caribbean	272 616 208	8.4	6.1	3 434 105	3.7	4.3	4 889 282	6.9	7.1
Middle East	81 673 070	16.5	1.8	3 434 105	3.7	4.3	810 827	9.9	1.2
North America	1 540 884 422	3.3	34.4	27 185 964	-1.5	33.8	32 348 925	-0.3	47.1
World	4 479 822 865	6.4	100	80 342 643	2.5	100	68 636 424	2.4	100

(a) – percentage change from 2006

(b) – percentage share

2.2 From the above table, it can be seen that Africa's share compared to that of the rest of the world is very low thus having an impact on the funds that can be generated from civil aviation activities to support effectively national safety oversight systems. Available statistics also reveal that out of the 126 million passengers carried in Africa, almost 85 million are attributed to four States (South Africa, Egypt, Morocco and Nigeria), thus leaving less than 42 million passengers to be shared among the remaining 49 African States. This simply proves that, most African States cannot support safety oversight programmes on funds generated from aviation activities and therefore would have to subsidize aviation activities from their meagre resources; probably sharing resources that should have been made available to education, health and other social and development sectors.

2.3 Once properly developed and managed in an efficient and safe manner, there is no doubt that aviation can significantly contribute to the social and economic development of a State. The 1<sup>st</sup> Joint Annual Meetings of the AU Conference of Ministers of Economy and Finance and ECA Conference of African Ministers of Finance, Planning and Economic Development (Addis Ababa, 26 to 29 March 2008) recognized that air transport safety and services are one of the challenges that Africa faces in the 21<sup>st</sup> century. Based on the observation made by the Committee of Experts that preceded the Joint Meeting stating *“that transport remained a major challenge to Africa's development, in particular, air transport services and safety within the continent need urgent improvement. In that regard, the Committee underscored the need to address aviation safety and to involve not only Ministers responsible for transport, but also those of Finance and Economic Planning. The Ministers adopted the recommendations of the Experts in that “ECA should assist African Countries in improving their transport system, including air transport services and safety; and in addition to African Ministers responsible for Transport, those of Finance and Economic Planning should also be involved in transport development on the continent.”*

2.4 ACIP's work programme is therefore based on the need to assist States in the AFI Region to enhance aviation safety at the national and regional level. To this effect, a number of activities have been designed and are in the process of being implemented.

2.5 The first activity of the ACIP is designed to give effect to Resolving Clause 3 of Assembly Resolution A36-1 that "*instructs* the Council to notify States, industry and donors of the priority projects arising from the gap-analysis performed in accordance with the Global Aviation Safety Plan (GASP)." Accordingly, ICAO under its ACIP programme has closely cooperated with the Industry Safety Strategy Group (ISSG) to conduct a number of Global Aviation Safety Roadmap (GASR) workshops in the various regions of the continent. The first such workshop was held in Abuja, Nigeria (14 to 16 April 2008), followed by a similar workshop in Arusha, Tanzania (12 to 14 August 2008). ACIP translated the workshop material into French in order to conduct the workshop in the French language and as a result, the third workshop in Africa was held in Ouagadougou, Burkina Faso from 11 to 13 November 2008. A fourth workshop is scheduled to be held in Lusaka, Zambia from 2 to 4 December 2008.

2.6 Each seminar/workshop is followed by the conduct of a detailed gap analysis in each of the States that have participated in the workshops under the umbrella of a regional and/or subregional organization. Following the Abuja workshop, gap analysis of the Banjul Accord Group States (BAG) was conducted from 16 June to 25 July 2008. The results and recommendations of the gap analysis have been studied and priority projects identified. This was presented both to the ACIP Steering Committee and the Executive Board of the Banjul Accord Group (BAG) member States for action. Similarly, the process of conducting gap analysis of the East African Community and neighbouring States began during the workshop in Arusha and is expected to be completed before the end of the year. Gap analysis of Union Économique et Monétaire Ouest Africaine (UEMOA) States and Southern African Development Community (SADC) States that participated in the Ouagadougou and Lusaka workshops, respectively will commence in January 2009. The process for dealing with the results of the detailed gap analysis will remain similar to that undertaken following the gap analysis of the BAG States.

2.7 Further, as part of its regular activity to enhance aviation safety in Africa, ACIP developed a package of aviation safety seminars/workshops, including a one-day seminar focused at high-level decision makers of civil aviation authorities and the African aviation industry (airlines, airports, air traffic management, etc.); a three-day seminar/workshop on State Safety Programmes focused at regulators; and a five-day Safety Management System for safety officers from industry and civil aviation authorities including safety teams from regional organizations. The first aviation safety seminar/workshop package was held in Addis Ababa, Ethiopia from 23 September to 3 October 2008. A French version of the aviation safety package is scheduled to be delivered in Ouagadougou, Burkina Faso in February 2009. It is planned to deliver an average of two similar seminar/workshops per year, starting in 2009, in English and French in various parts of the continent. The aviation safety seminar/workshop packages are developed and conducted in coordination with the Integrated Safety Management (ISM) Section of the Air Navigation Bureau (ANB).

2.8 ACIP has also developed a programme of seminars, workshops and courses, as applicable, to be delivered on an annual basis in the AFI Region. Those seminars, workshops and courses, planned to be developed and delivered in English and French will address areas such as licensing, flight operations and cabin safety; aircraft certification and airworthiness; air traffic management and ground operations; accident prevention and investigation; transport of dangerous goods by air; and aviation medicine. ACIP is working closely with the regional offices, ANB and the Implementation Support and Development (ISD) Section to realize the programme of seminars, workshops and courses as applicable.

2.9 ACIP recognizes that projects prioritized for implementation following the detailed gap analysis would require the full commitment of the concerned State and regional or subregional organization and the stakeholders in general. In this respect, ACIP would like to recall Resolving Clause 4, of Resolution A36-1 that "*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 GASP and other principles laid out in the AFI Plan.” Among groups where a regional safety organization already exists or where a COSCAP project is in progress, the gap analysis should constitute an effective tool for defining priorities in their action plan/work programme.

2.10 A consolidated action plan will be developed when the gap analysis will have been conducted in the majority or all of the States and an overarching long-term plan is established for ensuring the sustainability of the outcomes of the AFI Plan.

### 3. CONCLUSION

3.1 ACIP’s work programme aims at assisting States in the AFI Region to build the capability for an effective and sustainable safety oversight system. To this end ACIP fully cooperates with the ISSG in conducting GASR workshops followed by detailed gap analysis. In the short-term, ACIP aims at assisting States in resolving deficiencies identified through the ICAO audit process. Further, the programme includes an assistance plan to aviation service providers to enhance their safety culture. Seminars and workshops planned for the next two years will also increase African States’ capabilities for safety oversight. On this basis, the meeting is invited to adopt the following recommendation:

#### **Recommendation 5/x — ACIP work programme**

That the Special AFI RAN Meeting adopts the ACIP work programme as a tool for the development of a suitable action plan aimed at improving aviation safety in the AFI Region.

### 4. ACTION BY THE MEETING

4.1 The meeting is invited to:

- a) note the ACIP work programme detailed in paragraph 2 above;
- b) approve the draft Recommendation in paragraph 3.1 above;
- c) encourage States in the AFI region to actively participate in the work programme of seminars, workshops and training courses established under ACIP and also offer to host such seminars and workshops in their States;
- d) urge States, regional and subregional organizations to implement agreed upon priority projects emanating as a result of the gap analysis conducted, in line with the schedule established for their implementation; and
- e) urge all Contracting States, industry and donors to undertake projects that address priorities identified by ACIP and its partners in line with the GASP process as is resolved by Assembly Resolution A36-1.

— END —