



**WORKING PAPER**

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

**Durban, South Africa, 24 to 29 November 2008**

**Agenda Item 3: Overview of the *Comprehensive Regional Implementation Plan for Aviation Safety in Africa*, the *Global Air Navigation Plan (GANP)* and the *Global Aviation Safety Plan (GASP)* (General Committee)**

**THE ICAO COMPREHENSIVE IMPLEMENTATION PLAN FOR AVIATION SAFETY IN  
AFRICA**

(Presented by the Secretariat)

**SUMMARY**

This paper presents an overview of the ICAO Comprehensive Regional Implementation Plan for Aviation Safety in Africa (AFI Plan). The overview will serve as the basis for the discussions and actions contained in the working papers to be addressed by the Safety Committee under Agenda Item 5: *Development of a set of comprehensive work programmes in the safety field*. As such, this paper provides background information that will facilitate the comprehension of the working papers and actions by the meeting to be discussed by the Safety Committee under Agenda Item 5.

Action by the meeting is in paragraph 4.

**1. INTRODUCTION**

1.1 In 2007, ICAO developed the Comprehensive Regional Implementation Plan for Aviation Safety in Africa (AFI Plan) to address aviation safety concerns and support African States to meet their international obligations for safety oversight. The AFI Plan was presented to a High-level Conference which was convened in Montréal in September 2007 and attended by high-level government representatives, Directors General of Civil Aviation, senior representatives of international and regional organizations, as well as the aviation industry. The conference endorsed the AFI Plan and requested that it be presented to the 36th Session of the ICAO Assembly (18 to 28 September 2007) which, inter alia, tasked both the Council and the Secretary General to implement the plan within the shortest possible period. Assembly Resolution A36-1 (Appendix A to this paper) instructed the Council to ensure a stronger ICAO leadership role in coordinating activities, initiatives and implementation strategies aimed specifically at meeting the goals and objectives of the AFI Plan, in order to achieve sustained improvement of flight safety in the AFI Region.

1.2 On 1 January 2008, the Secretary General established the AFI Comprehensive Implementation Programme (ACIP) to give effect to the objectives of the AFI Plan and nominated the members of the ACIP Steering Committee (Appendix B to this paper) to oversee the work of ACIP.

## 2. PROGRAMME IMPLEMENTATION

2.1 The first meeting of the ACIP Steering Committee was held on 14 and 15 February 2008 and approved the work programme of ACIP that was endorsed by the Council during its 183rd Session. In concluding its meeting, the Steering Committee, inter alia, instructed the Secretariat that:

- a) ACIP ensure proper coordination both internally within the various ICAO bureaux and offices, including the Regional Offices and externally with all stakeholders, partner States and organizations;
- b) the coordination activities build on existing aviation safety-related projects and strengthen the sharing of information amongst all stakeholders; and
- c) ACIP coordinate and facilitate the performance of a comprehensive gap analysis as a first step towards implementing the short, medium and long-term activities presented, including the identification of current assistance activities in States.

2.2 In addition, the Steering Committee discussed the merits of the three focus areas identified by the Secretariat as the basis for the work programme of ACIP and approved that they should be effectively implemented. With respect to Focus Area One: *Enabling States to establish and maintain a sustainable safety oversight system*, the Steering Committee directed that:

- a) States and organizations be actively encouraged by ICAO to provide ACIP with information on current and planned assistance activities which can contribute to realizing the objectives of the programme. This inventory, in the form of a database, should constitute the basis for the coordination of projects in the AFI Region under the umbrella of the programme;
- b) ACIP identify groupings of States to engage in a Global Aviation Safety Plan (GASP) implementation exercise;
- c) ACIP utilize the resulting gap analysis of the GASP exercise in Abuja and similar future exercises as the basis for prioritization of its activities;
- d) ACIP provide the support necessary to the organization and delivery of GASP workshops; and
- e) ACIP provide guidance and support as necessary for the implementation of the action plans resulting from GASP workshops.

2.3 With respect to Focus Area Two: *Assisting States to resolve identified deficiencies within a reasonable time*, the Steering Committee instructed that:

- a) ACIP promote and encourage regional cooperation based on existing regional platforms such as the Cooperative Development of Operational Safety and Continuing Airworthiness Programmes (COSCAPs) to assist States within their respective regions to resolve identified deficiencies; and

- b) ACIP promote and facilitate cooperation among existing regional aviation training centres and take advantage of the training centres in capacity building activities directed at resolving identified deficiencies.

2.4 With respect to Focus Area Three: *Enhancing aviation safety culture of African aviation service providers*, the Committee instructed that:

- a) ACIP provide assistance with respect to enhancing safety cultures and take a holistic approach in implementing activities detailed in the appendix to the discussion paper;
- b) higher management of service providers be included in the safety management systems training courses, seminars and workshops to be provided;
- c) ACIP emphasize that the State responsibility for developing and establishing a safety programme include a requirement for service providers to establish a Safety Management System (SMS); and
- d) ACIP stress and emphasize that the requirement for the establishment of SMS include all air operators, airports and air navigation service providers regardless of their membership in international or regional organizations.

2.5 ACIP management launched the implementation of its work programme in line with the directives and instructions of the Steering Committee as endorsed by the ICAO Council and as a result:

- a) with the support of the Industry Safety Strategy Group (ISSG) and the host governments, a seminar/workshop on the Global Aviation Safety Roadmap (GASR) was held in Abuja, Nigeria (14 to 16 April 2008) and in Arusha, Tanzania (12 to 14 August 2008). A third seminar/workshop will be held in Lusaka, Zambia in December 2008;
- b) a gap analysis based on GASP and GASR was conducted in States that are members of the Banjul Accord Group (BAG) and States in the Eastern African Region. The outcome of the gap analysis will be used to develop effective and sustainable programmes/projects to enable States to establish an effective and sustainable national and/or regional safety oversight system;
- c) ACIP has developed a template/manual for a State Safety Programme (SSP) tailored to meet the needs of the African States; and
- d) an SSP seminar/workshop and an SMS training course using the newly developed SSP manual and the updated *Safety Management Manual (SMM)* (Doc 9859) was conducted in Addis Ababa, Ethiopia from 23 September to 3 October, 2008. The seminar/workshop included a one-day safety management awareness course for high-level civil aviation and African aviation service providers (airlines, air traffic service providers and airports) management personnel.

2.6 Further, C/ACIP made a presentation to the Committee of Experts of the First Joint Annual Meetings of the African Union Conference of Ministers of Economy and Finance and the Economic Commission of Africa (ECA) Conference of African Ministers of Finance, Planning and Economic Development that resulted in the Committee of Experts recommending that:

- a) ECA assist African countries in improving their transport systems, including air transport services and safety; and
- b) in addition to African Ministers responsible for transport, those of finance and economic planning should also be involved in transport development in the continent.

2.7 The Conference of Ministers, recognizing that aviation safety is one of the challenges of the 21st century in Africa, fully endorsed the comments and recommendations made by the Committee of Experts with respect to air transport safety and services.

2.8 Similar presentations have been made to various regional and continental air transport-related meetings and conferences with the aim of raising awareness among decision-makers thus promoting the enhancement of aviation safety in the continent.

### 3. CONCLUSION

3.1 ACIP has been established to give effect to the AFI Plan approved by the high-level meeting of 17 September 2007 and endorsed by the ICAO 36<sup>th</sup> Assembly Session. However, for ICAO to succeed in implementing the programme it is essential that Contracting States in the AFI Region strengthen cooperation across the region in order to make the optimum use of available resources and also commit to the ideals of the AFI Plan as detailed in Assembly Resolution A36-1. It is also essential for all stakeholders to fully cooperate with the programme established to give effect to the AFI Plan.

3.2 The meeting is invited to adopt the following recommendation:

#### **Recommendation 3/x — ACIP programme implementation**

That the Special AFI RAN Meeting encourage States in the AFI Region to take full advantage of the programme established to enhance aviation safety in the region and also encourage industry and donors to undertake projects that address the priorities identified through gap analysis conducted by ACIP in cooperation with all stakeholders.

### 4. ACTION BY THE MEETING

4.1 The meeting is invited to:

- a) note the information contained in paragraphs 1 and 2 above,
- b) approve the draft Recommendation in paragraph 3.2 above;
- c) note Assembly Resolution A36-1 with respect to the role States need to undertake in order to give effect to the AFI Plan and thus enhance aviation safety in Africa; and
- d) commit to the principles of the Assembly Resolution and the work programme of ACIP and fully cooperate in its implementation.

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## APPENDIX A

A36-1:	<b>Comprehensive Regional Implementation Plan for Aviation Safety in Africa</b>
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*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;

*Noting* that the Council of ICAO has already taken steps to address safety issues through the development of a Comprehensive Regional Implementation Plan for Aviation Safety in Africa (the AFI Plan);

*Recognizing* that many Contracting States in the AFI Region may not have the technical or financial resources to comply with the requirements of the Chicago Convention and its Annexes and therefore have to rely on ICAO and other stakeholders for expertise and assistance;

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

*Recognizing* that ICAO may require additional resources to successfully carry out its coordination role;

*Considering* the willingness of the international community to assist the AFI Region in giving, as soon as possible, a concrete and substantial content to the AFI Plan;

*The Assembly:*

1. *Urges* Contracting States of the AFI Region to commit to the achievement of the goals and objectives of the AFI Plan and to ongoing transparency with regard to the progress accomplished;
2. *Encourages* Contracting States of the AFI Region to strengthen cooperation across the region in order to make the optimum use of available resources through regional and subregional projects in all sectors of civil aviation, with a high priority in the field of safety oversight;
3. *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);
4. *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;
5. *Instructs* the Council to establish a mechanism to receive voluntary contributions from the parties willing to contribute to ICAO's coordination of the plan or implementation activities undertaken within the AFI Plan;
6. *Instructs* the Council to coordinate the contributions towards the implementation of the AFI Plan;
7. *Instructs* the Council to ensure a stronger ICAO leadership role in coordinating activities, initiatives and implementation strategies aimed specifically at meeting the goals and objectives of the Plan, in order to achieve sustained improvement of flight safety in the AFI Region and to allocate resources to the relevant Regional Offices accordingly;

**Appendix A**

8. *Instructs* the Council to implement the AFI Plan in line with programme management and business plan principles and practices;

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

10. *Instructs* the Council to ensure the continued development of new working relationships integrating the capabilities of the bureaux at Headquarters with the resources of Regional Offices, Contracting States and industry stakeholders.

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## APPENDIX B

### AFI COMPREHENSIVE REGIONAL IMPLEMENTATION PROGRAMME STEERING COMMITTEE (ACIP-SC) MEMBERS

#### States<sup>1</sup>

- AFI State (1) Niger
- AFI State (2) Nigeria
- AFI State (3) Senegal
- AFI State (4) South Africa
- AFI State (5) Uganda
- United States
- China, People's Republic of
- France
- United Arab Emirates

#### International and Regional Organizations

- African Union (AU)
- African Civil Aviation Commission (AFCAC)
- African Development Bank (AfDB)
- European Commission (EC)
- World Bank (WB)

#### Industry

- Industry Safety Strategy Group (ISSG)

#### International Civil Aviation Organization (ICAO)

- Chief, AFI Comprehensive Implementation Programme,  
and Secretary to the Steering Committee

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<sup>1</sup> Five African States representing the regions of Africa and recommended by African Members on the ICAO Council; Four contributing non-African States