

**ICAO Universal Safety Oversight Audit Programme**

**AUDIT SUMMARY REPORT**  
**OF THE**  
**CIVIL AVIATION AUTHORITY**  
**OF**  
**TANZANIA**

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*(Dar-es-Salaam, 17 to 24 April 2000)*



INTERNATIONAL CIVIL AVIATION ORGANIZATION



## ICAO UNIVERSAL SAFETY OVERSIGHT AUDIT PROGRAMME

### Audit Summary Report on the Safety Oversight Audit Mission to Tanzania

(Dar-es-Salaam, 17 to 24 April 2000)

#### 1. BACKGROUND

1.1 The Tanzania Civil Aviation Authority (TCAA) was initially assessed under the voluntary ICAO Safety Oversight Assessment Programme from 16 to 20 September 1996 by an ICAO assessment team. This audit was carried out from 17 to 24 April 2000 pursuant to Assembly Resolution A32-11 and in accordance with the updated Memorandum of Understanding (MOU) agreed on 26 January 2000 between Tanzania and ICAO which was attached to the audit interim report forwarded to Tanzania on 23 May 2000. The objectives of this audit were twofold. Primarily, its objective was to fulfill the mandate given to ICAO pursuant to the above-mentioned Assembly Resolution. Secondly, the audit was conducted with the objective of ascertaining the progress made in the implementation of the recommendations forwarded during the voluntary assessment conducted in 1996 and to re-ascertain the safety oversight capability of the TCAA. The audit also aimed to ensure that Tanzania is in conformity with ICAO Standards and Recommended Practices (SARPs), as contained in Annexes 1, 6 and 8 to the Chicago Convention, associated guidance material and good aeronautical practices.

1.2 On 7 June 2000, Tanzania submitted an action plan addressing all the findings and recommendations contained in the audit interim report and also submitted clarifications of some of the items contained in the audit interim report. Further comments and clarifications were submitted on 2 January 2001. The action plan submitted was reviewed by the Safety Oversight Audit (SOA) Section and was found to be satisfactory. The comments and clarifications provided were, as appropriate, taken into consideration in the preparation of this audit summary report.

#### 2. CIVIL AVIATION ACTIVITIES IN TANZANIA

At the time of the audit, the civil aviation activities in Tanzania included:

a)	number of technical staff employed by the organization at Headquarters	10
b)	number of active pilot licences	247
c)	number of active flight crew licences other than pilot licences	16
d)	number of active licences other than flight crew licences	181
e)	number of commercial air transport operators	27
f)	number of air operator certificates (AOCs) issued	27
g)	number of aircraft operations inspectors (ground only)	2
h)	number of aircraft registered in Tanzania	195

i)	number of Certificates of Airworthiness (C of A) issued	195
j)	number of approved maintenance organizations (AMOs)	16
k)	number of aircraft maintenance workshops	2
l)	number of aircraft airworthiness inspectors	5

### 3. SUMMARY OF FINDINGS

#### 3.1 General statement

3.1.1 The primary aviation legislation in the United Republic of Tanzania — the *Civil Aviation Act of 1977* (hereunder referred as the “Act”) — provides for the Minister to issue regulations, directives, instructions and orders and also provides provisions for their enforcement. The Act and the Tanzania Air Navigation Regulations (TANRs) constitute a comprehensive regulatory framework for governing the TCAA’s responsibilities and duties in relation to the surveillance of aircraft operations, the airworthiness of aircraft and personnel licensing in Tanzania. However, the Act needs to be amended to reflect the establishment of the new TCAA. In addition, the TANRs need to be updated to fully conform to the SARPs contained in Annexes 1, 6 and 8.

3.1.2 According to the organizational structure of the TCAA, it is capable of achieving its safety oversight responsibilities. However, there is no established formal training programme for its aviation inspectors and licensing officers, including initial and recurrent training.

3.1.3 The TCAA has established a personnel licensing system but the personnel licensing regulations need to be amended to conform with the requirements of Annex 1. There are no regulations relating to medical requirements and training school approvals.

3.1.4 Any tasks requiring the technical expertise of a pilot are not being performed by the staff of the TCAA due to a lack of flight operations inspectors. The duties of a cabin safety inspector have not been delegated. The out-of-date TANRs do not address numerous operations safety-related subjects and do not require the TCAA to approve minimum equipment lists (MELs), training programmes and dangerous goods training. TANRs do not require operations manuals to be in conformance with ICAO SARPS. There is no formal system for the certification of an AOC. There is no technical supervision of company designated examiners who are not tested and approved by the TCAA. The *Flight Operations Inspector’s Manual* has not been approved by the Director General.

3.1.5 Regarding airworthiness supervision, the TCAA needs to do more to achieve its expected oversight objectives. Two areas to be corrected are: the exercise of approving maintenance organizations without a legal mandate and ICAO SARPS not implemented, in particular, the Standards of Annex 6, Part I, Chapters 8 and 11 and Annex 8. The total dependance on maintenance organizations for the major maintenance work on 5H registered aircraft requires extensive development of requirements and procedures. Furthermore, continuous airworthiness documents upon which all airworthiness decisions are to be based should be made available.

## 3.2 **Primary aviation legislation and civil aviation regulations in Tanzania**

### 3.2.1 **Abstract of findings**

3.2.1.1 The primary aviation legislation in the United Republic of Tanzania is the *Civil Aviation Act*. By a Presidential Order dated 26 May 1999, all the executive powers thereto exercised by the Tanzanian Civil Aviation Board were transferred to the newly established TCAA. The Act had not been amended to reflect the transfer of powers and the numerous changes that took effect after the establishment of the TCAA. The TCAA is headed by a Director General. The Act provides for the licensing of commercial air services and the issuance of AOCs to operators in Tanzania as well as for the promotion of safety and efficiency in the use of civil aircraft. It contains provisions for the enforcement of the Act and the TANRs, 1983.

3.2.1.2 The Act empowers the Director General of the TCAA to propose to the Minister responsible for civil aviation new regulations or amendments to be enacted. Tanzania adopted the TANRs in 1983. These regulations are supported by more detailed provisions called “schedules” which are also promulgated by the Minister. Because the amendment process can take a long time and can be cumbersome, the introduction of new regulations by the TCAA is generally made through provisions published as aeronautical information circulars (AICs) and airworthiness notices.

3.2.1.3 The TANRs have not been revised or updated in seventeen years and do not reflect the current state of aviation in Tanzania. They do not fully conform to the SARPs contained in Annexes 1, 6 and 8 to the *Convention on International Civil Aviation*. These regulations are not effective and fall short of providing the TCAA and the aviation community with the proper mechanism to ensure supervision and control of the aviation industry in Tanzania. Additionally, the TCAA has not established procedures for the introduction of Annex amendments into the TANRs to fully implement current Annex requirements.

3.2.1.4 Although the TANRs clearly provides the Director General of the TCAA and any authorized person the right of access to any aerodrome for the purpose of performing safety duties, proper safety oversight inspection are often delayed because these authorized persons are required to obtain permission from the person in charge of the aerodrome before any inspection can be accomplished.

3.2.1.5 The action plan submitted by Tanzania, addressing all the recommendations contained in the audit interim report and related to the primary aviation legislation and civil aviation regulations, is summarized in paragraph 3.2.2.

### 3.2.2 **Corrective action plan proposed/implemented by Tanzania**

*With respect to the need to amend the Tanzanian Civil Aviation Act in order to properly reflect the establishment of the TCAA, to provide unrestricted access to any aeronautical facility to the Director General of the TCAA and any authorized person and to revise its national regulations to fully implement the current Annex requirements, the TCAA has already commenced drafting amendments to its national regulations and plans its completion by 31 December 2000. Furthermore, the TCAA will establish detailed procedures for the introduction of amendments into its regulations to reflect ICAO requirements no later than 31 December 2000. Finally, the TCAA has indicated in its action plan that inspector credentials would be prepared and issued no later than 31 August 2000.*

### 3.3 **Civil aviation organization system in Tanzania**

#### 3.3.1 **Abstract of findings**

3.3.1.1 The Safety and Economic Regulation Department relates to the oversight of aviation safety and to the concerns of ICAO Annexes 1, 6 and 8. This department contains sections for Personnel Licensing, Airworthiness, Flight and Aerodrome Operations and Economic Regulation. Accident Prevention and Investigation Section has been established under the Minister of Communications and Transport, and co-ordinated by the Safety and Economic Regulation Department. Some technical staff perform dual roles by serving as both accident investigators in the Accidents Prevention and Investigation Section and as inspectors in the other sections of the Safety and Economic Regulation Department.

3.3.1.2 The financial resources available to the TCAA are derived from fees collected from sources such as navigational charges, overflying permits, landing fees and parking fees and from the issuance of certificates of airworthiness, aircraft registration and personnel licences. These financial resources allow the TCAA to recruit and retain qualified personnel. The offices are equipped with the necessary equipment for performing daily duties effectively and efficiently.

3.3.1.3 There is no formal training programme established for the initial and recurrent training of the technical staff of the Safety and Economic Regulation Department. Although some training has been received, the current level of training is inadequate for inspectors in the areas of airworthiness, flight operations, cabin safety and dangerous goods as well as for the licensing officers in the Personnel Licensing Section. In addition, there is no record-keeping system for the tracking of training and testing received by these staff members.

3.3.1.4 The action plan submitted by Tanzania, addressing all the recommendations contained in the audit interim report and related to the civil aviation organization, is summarized in paragraph 3.3.2.

#### 3.3.2 **Corrective action plan proposed/implemented by Tanzania**

*As to the need to establish a formal training programme for inspectors and licensing officers of the TCAA, the TCAA has indicated that it is now in the process of producing new schemes of services for all its staff to include initial and recurrent training no later than 31 January 2001.*

### 3.4 **Personnel licensing and training in Tanzania**

#### 3.4.1 **Abstract of findings**

3.4.1.1 Various articles of the Act establish the legal authority for personnel licensing in Tanzania. Licences for flight crew and cabin attendants are administered by the Personnel Licensing Section and the Flight and Aerodromes Operations Section. Licences for maintenance engineers are administered by the Personnel Licensing and Airworthiness Sections. There is no formal training programme for the licensing officers and no record-keeping system is in place for the tracking of any training that has been received.

3.4.1.2 Personnel licensing record-keeping and filing systems are well arranged in secured cabinets. The introduction of computers will help to provide easily all relevant information regarding applications, guidelines and requirements for licences and licence holders.

3.4.1.3 The TCAA has established specific requirements for the validation of CPL and ATPL but these requirements have not been published in the Aeronautical Information Publication (AIP).

3.4.1.4 The TCAA has designated medical examiners who conduct and evaluate medical reports to determine pilot fitness for flying duties however not all these designated medical examiners have received training in aviation medicine. No formal training programme has been established for designated medical examiners to acquire practical knowledge of and experience in the cockpit environment. Additionally, there are no established requirements for the medical examinations performed by medical examiners, as per Chapter 6 of Annex 1.

3.4.1.5 Licences issued by the authority do not fully conform with the specifications provided in Chapter 5 of Annex 1. The TCAA has not developed written guidance and procedures (such as handbooks, manuals and checklists) to assist its licensing staff in performing their duties and to ensure standardization of the process.

3.4.1.6 The TCAA has no established procedure for the approval and supervision of training institutes. The authority has designated examiners who conduct tests and examinations without any supervision and without control of flight and practical test delivery. There is no established testing and flight examination procedures to ensure standardization among designated personnel.

3.4.1.7 The action plan submitted by Tanzania, addressing all the recommendations contained in the audit interim report and related to personnel licensing and training, is summarized in paragraph 3.4.2.

#### 3.4.2 **Corrective action plan proposed/implemented by Tanzania**

3.4.2.1 *With regard to the need to establish detailed requirements for designated medical examiners, the TCAA has indicated in its action plan that the requirements for medical examiners to receive training will be incorporated in the Flight and Ground Examiners Publication no later than 31 March 2001. Furthermore, designated medical examiners will be provided with a chance to familiarize themselves with cockpit environment starting 31 December 2000. The requirements of medical examinations in accordance with Annex 1, Chapter 6 will be incorporated in the national regulations by 31 December 2000. Concerning actions to be taken with respect to false declaration, detailed regulations will be developed by December 2000.*

3.4.2.2 *As to the need to publish information regarding examinations and tests standards for licences and ratings including the examination requirements for the validation of commercial pilot and airline transport pilot licences, the TCAA has indicated that this information will be published in two documents entitled "The Private Pilot Licence and Associated Ratings" and "The Professional Pilot Licence: A Guide to Licensing and Rating Requirements".*

3.4.2.3 *In its action plan, the TCAA indicated that it will establish a system for the supervision of flight tests and a system to ensure the qualifications and competency of instructors in aviation training centres, no later than 31 December 2000. The criteria for the designation of examiners will be established and included in a manual called "The Civil Aviation Publication on Flight and Ground Examiners" no later than 31 March 2001.*

3.4.2.4 *With respect to the need to provide to the Personnel Licensing Section computers to be used for backing up electronic file records and for tracking information concerning the currency of licences, the TCAA has indicated that it would provide such equipment no later than 31 July 2000.*

3.4.2.5 *With regard to the need to develop written guidance material/procedures for its licensing staff and to ensure that all licences issued conform with the specifications provided for in Annex 1, Chapter 5, the TCAA has indicated that it will develop the guidance material to be included in a handbook and will ensure that all licences are issued to reflect ICAO Annex 1 requirements no later than 31 March 2001.*

### 3.5 **Aircraft operations certification and supervision in Tanzania**

#### 3.5.1 **Abstract of findings**

3.5.1.1 The Tanzania Air Navigation Regulations (TANRs) present a list of required items to be completed before an AOC can be issued. These items include reviews of competency, experience, equipment, organization, staffing and maintenance. However, this regulation does not include all of the required operations and airworthiness tasks to be accomplished prior to the issuance of an AOC, as listed in Chapters 5, 6 and 7 of ICAO Doc 8335. Therefore, all of the holders of AOCs issued by Tanzania are currently engaging in commercial air transport operations based on a certification system which is not in conformance with ICAO SARPs and is not in adherence to internationally recognized safety practices.

3.5.1.2 The Flight and Aerodromes Operations Section of the TCAA is staffed with three flight operations officers who perform the functions of ground inspections, dangerous goods inspections and some AOC certification activities. They also devote a large percentage of their time to matters relating to aerodromes, personnel licensing and administrative activities. This staff position does not require that the applicant be a pilot or have any experience in operating commercial aircraft. The position has graduated steps where, over time, the officer will acquire some piloting experience. Currently, this is the only required technical staff position as there is no provisions for the position of flight operations inspector. Therefore, any inspections or tasks that require the technical expertise of a pilot are not being performed by the staff of the TCAA. Furthermore, no operations inspector, or other person, has been designated to perform the duties and functions of a cabin safety inspector.

3.5.1.3 There is no formal training programme for inspectors, including initial and recurrent training, and any training received by them has been sporadic. Also, there is no record-keeping system in place for the tracking of any training received.

3.5.1.4 The TANRs do not require many of the required tasks, such as the TCAA's approval of flight and cabin crew training programmes, dangerous goods recognition training programmes and approval of MELs. Also, the TANRs do not have any regulations covering many safety-related subjects. The TANRs do not require that an air operator's operations manual contain the items as listed in Annex 6, Part I, Appendix 2. Some of the missing subject areas are accident prevention and flight safety programmes, mass and balance control, ground de-icing/anti-icing and human factors. In addition to this lack of coverage in the regulations, the TCAA does not have an established formal system in place for the certification of an AOC and this results in the non-performance of many of the required pre-certification tasks as detailed in Chapters 5, 6 and 7 of Doc 8335. The existing certification system is further diluted by the issuance of a two-month temporary permit which serves as a form of exemption and further weakens the quality of the certification process.

3.5.1.5 Written procedures and checklists giving guidance to operations inspectors are contained in a publication titled *Flight Operations Inspectors Manual*, 1990. This manual has been issued but not yet approved by the Director General of the TCAA. The TCAA authorizes the designation of air operator personnel to perform base and line proficiency checks. However, as there are no flight operations inspectors, there is no technical control and supervision over these company designated examiners and they are not interviewed, tested and approved by the TCAA. Records of examiner activities are not maintained and the required observations of these designees have not been included in the annual work programme of required inspections. This work programme only lists inspections related to ground operations.

3.5.1.6 The action plan submitted by Tanzania, addressing all the recommendations contained in the audit interim report and related to aircraft operations certification and supervision, is summarized in paragraph 3.5.2.

### 3.5.2 **Corrective action plan proposed/implemented by Tanzania**

3.5.2.1 *Concerning the need to staff the flight operations staff position and develop the minimum qualification requirements for such a position and train an inspector to perform the duties of a cabin safety inspector, the TCAA has indicated that a flight operations inspector will be recruited no later than 31 January 2001 and in the interim the TCAA will use already trained airline pilots, together with their internal staff to carry out in-flight inspections. Procedures would be established to carry out such activity no later than 31 October 2000.*

3.5.2.2 *With regard to the need to amend the national regulations in order to address many areas concerning the safety of flight operations, such as accident prevention programmes, ETOPS operations, flight recorders, etc., including the contents of an operations manual, the TCAA has indicated that its national regulations are in the process of being reviewed and the necessary amendments will be incorporated no later than 31 December 2000.*

3.5.2.3 *As to the need to develop a formal certification system for the issuance of AOCs, the TCAA has indicated that it will establish a certification system by 31 March 2001. This system will include the testing, approval, supervision and technical control of air operator personnel conducting proficiency checks. An inspectorate staff training programme will be developed no later than 30 June 2001.*

## 3.6 **Airworthiness of aircraft in Tanzania**

### 3.6.1 **Abstract of findings**

3.6.1.1 The Airworthiness Section is staffed with five airworthiness surveyors including the Chief Surveyor. Since the TCAA has been established as an autonomous authority, it has revised its pay scale and does not anticipate any problems in attracting qualified and experienced staff. The TCAA has an incomplete and unmanaged technical library in the Airworthiness Section. Essential aircraft State of Design documents and continuous airworthiness information are lacking. Furthermore, the TCAA does not have a minimum and mandatory training programme established for its airworthiness surveyors.

3.6.1.2 The TANRs and airworthiness notices establish the legal framework for airworthiness requirements and procedures in Tanzania. The TANRs contains the primary requirements for continued airworthiness of aircraft of the Tanzania Aircraft Register. The airworthiness notices are issued by the

Director General of the TCAA and complete the TANRs. Notices are of two types: Type A Notices are of an advisory or administrative nature issued for general guidance purposes and Type B Notices are considered as additional airworthiness requirements, are mandatory and require certification of compliance for the issuance/renewal of certificates of airworthiness.

3.6.1.3 Although the TCAA approves and issues AMOs, maintenance programmes and AOCs, the absence of legal mandate for the approval of maintenance organizations and the lack of detailed regulations and procedures for the different airworthiness activities are major handicaps of the Airworthiness Section. The level of airworthiness surveillance is limited to annual inspections during renewals of certificates of airworthiness and inspections of AMOs, particularly those outside the country. This level of oversight is not adequate.

3.6.1.4 The Airworthiness Section does not have detailed requirements and procedures for the approval of maintenance organizations, maintenance programmes, reliability programmes and certification of air operators and for the issuance/renewal of certificates of airworthiness. Due to the lack of guidance material for surveyors and the lack of a comprehensive technical library, the efforts of the TCAA to adequately maintain the proper supervision and control over air operators and AMOs are handicapped

3.6.1.5 The action plan submitted by Tanzania, addressing all the recommendations contained in the audit interim report and related to airworthiness of aircraft, is summarized in paragraph 3.6.2.

### 3.6.2 **Corrective action plan proposed/implemented by Tanzania**

3.6.2.1 *With regard to the need to establish a comprehensive technical library, the TCAA has indicated that it has already identified the required documents to cover the aircraft types on its register and, by 30 September 2000, it will budget for the acquisition of State design documents. Furthermore, the TCAA has indicated it will assign a full-time technical assistant to manage the library no later than 31 December 2000.*

3.6.2.2 *As to the need to develop regulatory provisions and procedures concerning modification approvals, ferry flight authorizations, reliability programmes and MEL approvals, the TCAA has indicated that it would publish no later than 30 September 2000 a "Manual of Airworthiness Requirements" offered for sale to operators and the general public and addressing the airworthiness concerns identified above. Airworthiness notices will be developed concurrently to guide the industry on these requirements and their procedures. The TCAA has also indicated that it will develop all the necessary requirements with respect to ETOPS, including the TCAA internal working procedures with respect to the involvement of airworthiness and flight operations on the approval of MELs and ETOPS, no later than 31 December 2000.*

3.6.2.3 *In respect of the need to develop noise certification requirements, the TCAA has indicated in its action plan that ICAO Annex 16 Standards will be adopted and included in its national regulations no later than 31 December 2001. Furthermore, the TCAA has indicated it will commence to validate/issue noise certificates no later than 31 March 2002.*

3.6.2.4 *With regard to the need to establish a comprehensive airworthiness code, the TCAA has indicated that it will amend its regulations to empower the DGCA to publish the acceptable airworthiness code in an airworthiness notice or through other appropriate means no later than 31 December 2000.*

3.6.2.5 *In relation to the need to establish the requirements and procedures for the approval and continued surveillance of AMOs, the TCAA has indicated it will amend its national regulations and develop the necessary procedures no later than 31 December 2000.*

#### 4. **COMMENTS**

As indicated above, Tanzania submitted on 7 June 2000 an action plan addressing all the findings and recommendations that were forwarded, including comments and feedback on the interim report sent on 23 May 2000. Further comments and clarifications were provided on 2 January 2001. An attempt has been made in this report to reflect the action plan proposed by Tanzania along with the comments and feedback which were provided on the interim report.

#### 5. **STATUS OF IMPLEMENTATION AND LIST OF DIFFERENCES FROM THE ICAO SARPs**

The audit interim report urged Tanzania to conduct a thorough review of its national legislation and regulations and to notify ICAO of any further differences as required under Article 38 of the Chicago Convention as a list of differences was not prepared using the pre-audit questionnaire which was forwarded to Tanzania to assist it in identifying differences between its national regulations and ICAO SARPs and/or SARPs not implemented. The TCAA has indicated that it will file any identified differences with ICAO once the TANRs have been amended and approved.

— END —