

INTERNATIONAL CIVIL AVIATION ORGANIZATION



**REPORT ON THE EIGHTH MEETING OF THE STEERING
COMMITTEE OF THE REGIONAL AVIATION SAFETY
GROUP FOR AFRICA-INDIAN OCEAN (RASC/8)**

(from 29 to 30 August, 2022)

PREPARED BY THE SECRETARY OF RASC

August 2022

1. BACKGROUND/VENUE/DATE

1.1 The Eighth Meeting of the RASG-AFI Steering Committee (RASC/8) was held at the ICAO Eastern and Southern Africa Office (ESAF), the United Nations Office in Nairobi (UNON) complex, from 29 to 30 August 2022. The meeting was conducted in a hybrid format (both in-person and virtual).

2. OPENING

2.1 Mr. Barry Kashambo, the ICAO Regional Director for ESAF and Secretary of RASG-AFI, welcomed the delegates and introduced the draft Agenda and Work Programme for adoption, before inviting Mr. Iswarduth Pokhun, Director General of Mauritius Civil Aviation Authority, and Co-Chairperson of the RASC, to chair the RASC/8 Meeting.

2.2 In his remarks, Col. Dokisime Gnama Latta, the Chairperson of RASG-AFI, expressed his delight for the resumption of the face-to-face RASC meetings, which were being held virtually since 2020 due to the COVID-19 pandemic. He thanked his predecessor, Captain Gilbert Kibe, and his team for the achievements and results attained by the Group during his tenure. He expressed his commitment to steering the Group to achieve more positive results such as resolving the existing SSC and preventing new ones; and proactively addressing the emerging challenges in Air Navigation Services related to non-calibration of NAVAIDs and non-validation of flight procedures and design. He called on ICAO to encourage high-performing States, RSOOs, and all the aviation partners to support low-performing States in enhancing their safety oversight capabilities and urge States to seek support when necessary. He implored the meeting to take advantage of the experts at the meeting, to formulate conclusions and decisions that will have a positive impact on aviation safety in the Region.

2.3 Mr. Silas Udahemuka, Director General, CAA Rwanda and First Vice-Chairperson of RASG-AFI, who joined the meeting remotely, reiterated the importance of adopting a collaborative approach by the RASG-AFI Member States in providing required support to relevant States and extended invitation to the RASG-AFI/8 Plenary to be hosted by Rwanda from 7 to 11 November 2022.

2.4 Mr. Kawai Blessing, Assistant Director Africa - Safety & Flight Operations (IATA) and Third Vice-Chairperson of RASG-AFI, recognized the efforts to support States and in particular the assistance to Eritrea to resolve/mitigate the outstanding SSC.

3. SECRETARIAT

3.1 Mr. Barry Kashambo acted as Secretary of the RASC/8 meeting assisted by Mr. Prosper Zo'o Minto'o, the ICAO Regional Director for WACAF, and the following Officers:

- Mr. Arthemon Ndikumana, DRD/ESAF
- Mr. Nika Meheza Manzi, DRD/WACAF
- Mr. Ousman Kemo Manjang, RO/AIR, WACAF
- Mr. Milton Tumusiime, RO/FS, ESAF
- Mr. Kebba Lamin Jammeh, RO/FS, WACAF
- Mr. Elisha Omuya, RO/AGA, ESAF

- Ms Sonia Freitas, RO/SAF-IMP, WACAF
- Mr. Zewdu Aregawi, RO/SAF-IMP, ESAF
- Ms. Keziah Ogutu, RO/ATM, ESAF
- Ms Chinga Mazhetese, RO/ENV, ESAF
- Ms Prisca Nkolo, RO/AGA, WACAF
- Mr. Harvey Gabriel Lekamisy, RO/CNS, ESAF
- Mr. Rene Tavarez, RO/FS, WACAF
- Mr. Eyob Estifanos, Associate Regional Programme Officer, AFI Plan

3.2 The discussions and the meeting documentation were in the English Language.

4. PARTICIPANTS

4.1 The RASC/8 meeting was attended by 36 participants from the membership of the RASC and other stakeholders. The list of participants is provided as **Appendix-1** to this Report.

5. REPORT ON THE DISCUSSIONS OF THE AGENDA ITEMS

5.1 Agenda Item 1: Overview of the status of implementation of the 2022 RASG-AFI Work Programme - Updates on the safety-related Projects and Critical Activities.

Agenda Item 1.1: Status of implementation of the 2022 RASG-AFI Work Programme

5.1.1 The meeting reviewed the status of implementation of the 2022 Work Programme of RASG-AFI and its Contributory Bodies aimed at improving the overall level of safety in the RASG-AFI region including progress made since the virtual RASC/7 meeting held in October 2021.

5.1.2 The meeting was informed that a key focus area of the 2022 programme of activities was on restructuring the Safety Support Teams, to better align their functions to the Goals and Targets of the 2020-2022 Edition of the Global Aviation Safety Plan (GASP), and the development and implementation of the Regional Aviation Safety Plan for the AFI region (AFI-RASP).

5.1.3 An update was provided on the significant step taken by Eritrea towards the mitigation of the outstanding SSC through revocation of the AOC which was the subject of the SSC.

Agenda Item 1.2: Updates on the safety-related Projects and Critical Activities

5.1.4 The status of implementation of the AFI Plan projects including the Fundamentals of Safety Oversight (FSO), State Safety Programme (SSP) and Aerodrome Certification projects, was presented to the meeting.

5.1.5 It was noted that under the FSO project, limited progress was made by beneficiary States towards increasing the validated scores of effective implementation (EI) of

the Critical Elements (CEs) of a State safety oversight system mainly due to the limited number of USOAP CMA activities.

5.1.6 The implementation of the SSP project is being coordinated by the Regional Offices with beneficiary States providing and/or updating the information on SSP focal points and facilitating the release of subject matters experts to support the implementation activities. The next phase will entail the establishment of collaboration groups, and the development of guidelines and tools for the launching meeting to present the project and initiate the SSP project implementation.

5.1.7 Concerning the AFI Plan Aerodrome Certification project aimed at assisting beneficiary States in their certification efforts, the meeting was informed that Africa is far from the Abuja target set in 2012; and the goal of 18 certified aerodromes to be achieved by end of 2022.

5.1.8 The meeting formulated the following conclusion with respect to SSP implementation:

RASC/8 – Conclusion 8/01: SSP Implementation in the AFI Region

That, the RASG_AFI request States to:

- a) *Allocate the required resources to meet Regional and Global targets related to SSP implementation; and*
- b) *Nominate Focal Points and release subject matter experts (SMEs) to support safety management implementation in the RASG-AFI region.*

5.2 Agenda Item 2: Composition of the RASG-AFI Safety Support Teams (SSTs) and their associated tasks.

5.2.1 To assist in its work, support the discharge of its work programme, and help the development, implementation, and prioritization of the safety initiatives, the RASG-AFI has created Safety Support Teams (SSTs) comprising technical experts. To improve the effectiveness of the SSTs and their performance, the RASG-AFI/7 meeting approved the restructuring of the Safety Support Teams and the revised terms of reference, designed to better align their functions to the goals and targets of the GASP. The revised Terms of Reference of the SSTs are provided herewith as **Appendix-2**. The new structure is composed of the following SSTs:

- State Safety Oversight System Support Team (SSO-SST).
- Operational Safety Issues Support Team (OSI-SST).
- State Safety Programme Support Team (SSP – SST).
- Air Navigation Services Support Team (ANS – SST).

5.2.2 The SSTs designed to support the effective implementation of the RASG-AFI work programmes, were endorsed by RASC/8 as provided herewith as **Appendix-3**. The RASC/8 meeting formulated the following:

RASC/8 – Conclusion 8/02: Support to the RASG-AFI Safety Support Teams (SSTs)

That,

the RASG-AFI urge:

- a) *States to assume ownership and actively participate in the activities of the SSTs to ensure their effectiveness in the discharge of their assigned tasks; and*
- b) *Stakeholders to maintain or increase their support to the SSTs, especially in terms of providing necessary resources.*

5.3 Agenda Item 3: Overview of the status of implementation of the Conclusions and Decisions of RASG-AFI.

5.3.1 As part of the monitoring process on outcomes of the RASG-AFI meetings, a review on the progress of implementation of Conclusions and Decisions is undertaken by the Group Secretariat accordingly. In this regard, the meeting noted the progress made in the implementation of the RASG-AFI/7 Conclusions and Decisions as shown in **Appendix-4** to this report.

5.3.2 Especially, the meeting noted the commitment made by Eritrea to resolve the Significant Safety Concern (SSC); and formulated the following Decision:

RASC/8 – Decision 8/01: Implementation of RASG-AFI Conclusions and Decisions.

That,

- a) *The ICAO Regional Office for Eastern and Southern Africa (ESAF) continue engaging Eritrea towards the resolution of the existing SSC, as a matter of urgency;*
- b) *The RASG-AFI Secretariat engage the concerned States and other stakeholders to expedite implementation of the pending conclusions and decisions; and*
- c) *The RASG-AFI Secretariat continue to track, monitor, and facilitate action items and report status to the next meeting of the RASG-AFI.*

5.4 Agenda Item 4: Proposed strategy on providing assistance to States to develop their Training Policies, Programmes and Plans.

5.4.1 A presentation on the framework for the establishment and implementation of an effective State safety oversight training system by the secretariat, highlighted the associated challenges and proposed the way forward to address or mitigate them.

5.4.2 It was underscored that critical element 4 (CE 4) - *Qualified technical personnel*, of the effective and sustainable State safety oversight system (SSO), has persistently been a weak area. Consequently, propositions on what and how training requirements should be implemented were presented including:

- a) establishing clear and specific entry-level minimum competencies, qualifications, and experience for technical personnel as well as those who perform tasks and functions on behalf of the CAA;

- b) appropriating the necessary resources, including financial, to the ensure provision of training;
- c) establishing a documented training policy, signed at the management level of the State authorities, that commits to providing all necessary training to all technical personnel in all areas, including initial training (e.g. induction and basic training), on-the-job training (OJT), recurrent training and specialized or advanced training;
- d) establishing and implementing a training programme and plan for each technical position and personnel, respectively;
- e) establishing and implementing a system for the maintenance of training records.

The meeting, therefore, formulated the following conclusion:

RASC/8 – Conclusion 8/03: *Establishment and implementation of an effective State Safety oversight training system: challenges and way forward.*

That, the RASG-AFI request:

- a) States to discharge their safety oversight obligations, including establishing and implementing an effective training system.*
- b) ICAO to continue to include a training component in developing and providing implementation support to States through implementation packages (iPacks) and other assistance activities; and*
- c) Aviation stakeholders, including donors and partners, to extend training assistance and support to States through scholarships, fellowships, and other programmes.*

5.5 Agenda Item 5: Potential Significant Safety Concerns (SSCs) related to Air Navigation Services.

5.5.1 The meeting recalled that instrument flight procedures (IFPs) based on conventional ground-based navigational aids have always demanded a high level of quality control and recognized that with the introduction of RNAV operations and associated airborne database navigation systems, even small errors in data could lead to catastrophic results. It also recalled the ICAO provisions contained in the relevant Annexes to the Chicago Convention and guidance material including the Manual on Testing of Radio Navigation Aids (Doc 8071), the Procedures for Air Navigation Services — Aircraft Operations (PANS-OPS, Doc 8168) Volume II, and Quality Assurance Manual for Flight Procedure Design (Doc 9906).

5.5.2 The meeting then reviewed the potential triggers of ANS – related SSCs under the ICAO USOAP CMA, namely in the areas of calibration of navigational aids and validation of Instrument Flight Procedures and Design.

5.5.3 The meeting acknowledged the lack of a sufficient number of qualified and duly trained flight procedure design personnel in the AFI Region, which continues to pose a challenge. Consequently, it was recommended that the African Flight Procedure Programme (AFPP) should explore the inclusion of specific needs-based training in its capacity-building activities.

5.5.4 It was agreed that RASG-AFI should urge States/Organizations to take preventative measures to mitigate the occurrences of ANS SSCs in the region. The following conclusion was formulated:

RASC/8 – Conclusion 8/04: Measures to mitigate potential ANS SSCs in the AFI Region

That, the RASG-AFI urge States/Organizations to take preventative actions to prevent the occurrences of ANS SSCs, by ensuring that:

- a) they comply with the provisions and requirements for flight calibration of Navigational and Visual Aids by considering the use of existing frameworks such as exemptions based on risk assessments, the establishment of mitigation measures, and adoption of best practices that meet Acceptable Level of Safety for the State;*
- b) Adequate training is provided to flight procedure practitioners to maintain their competencies, including through the African Flight Procedure Programme (AFPP);*
- c) Instrument flight procedures (IFPs) are validated periodically and continue to comply with established operational minima, including minimum obstacle clearance; and*
- d) Implement quality assurance of flight procedure design processes.*

5.6 Agenda Item 6: Proposed strategy to address RVSM-related challenges (Operation and aircraft approval) in the AFI Region.

5.6.1 The meeting was updated on the performance of the AFI RVSM airspace in the year 2020. It was noted with concern that while the year realized low traffic volume because of the COVID-19 pandemic, the Collision Risk Assessment (CRA) increased compared to the previous year. The increase was attributed to, among others, the continued operation of non-approved aircraft in the RVSM airspace especially State aircraft, and non-approved aircraft de-registered in one State and registered in another State that had failed to report the approval status under the new registration.

5.6.2 In addition, the meeting expressed concern regarding the operations of aircraft with the capability of operating within the RVSM airspace but not provided with due approval for RVSM operations due to domestic operation. It was noted that such aircraft normally operate into the RVSM airspace, especially when on maintenance positioning/ferry flights through international airspace. The meeting, therefore, urged the States to mandate the operators of such aircraft to ensure approval is obtained as required before operations in the RVSM airspace.

5.6.3 The allocation of non-RVSM FL420 was noted as an emerging contributor to the safety risk in 2020, citing the importance of training and awareness to the air traffic controllers, pilots, and other personnel involved in flight planning.

5.6.4 In effect, the meeting formulated the following conclusion:

RASC/8 – Conclusion 8/05: Addressing RVSM airspace safety challenges in the RASG-AFI Region

That, in order to stop the operations of non-approved aircraft in the AFI RVSM airspace, and to ensure an acceptable level of safety is maintained at all times, RASG-AFI urge States to:

- a) Ensure that data related to RVSM approvals for State aircraft are regularly submitted to the relevant RMA as per established requirements;*
- b) Include RVSM approval when registering RVSM-capable aircraft;*
- c) Prohibit allocation of FL420 to aircraft by air traffic control personnel, and sensitize pilots and other personnel involved in flight planning on the associated risks; and*
- d) Report on allocation/utilization of FL420 as part of RVSM data to ARMA.*

5.7 Agenda Item 7: Strategy to assist low-performing States

5.7.1 In line with the ICAO Implementation Support Strategy and the ‘No Country Left Behind (NCLB)’ Initiative, the meeting was presented with a proposed strategy to assist low-performing States in enhancing safety oversight capabilities by addressing their specific needs, particularly for States with national official languages other than the 6 (six) ICAO recognized languages notably the African Lusophone States of Angola, Sao Tome and Principe, Cabo Verde, Mozambique, and Guinea-Bissau.

RASC/8–Conclusion 8/06: Implementation support to low-performing States

That,

The RASG-AFI request that States facing challenges in meeting their safety obligations under the Chicago Convention should continue to be provided support under the existing initiatives (AFI Plan projects, SAFE, AFI-CIS, etc.), or seek support from other States or Regional Safety Oversight Organisations to strengthen their safety oversight capabilities.

RASC/8–Conclusion 8/07: Implementation support to the African Lusophone States

That,

The RASG-AFI request the ICAO Regional Offices to explore arrangements with States having the capability to do so, to provide support and assistance activities to address the specific needs of States with national official languages other than ICAO working languages, notably the African Lusophone States.

5.8 Agenda Item 8: Implementation of USOAP CMA off-site validation activities and Integrated Validation Activities (IVAs) in the AFI Region

5.8.1 The Secretariat outlined the planning and implementation of USOAP CMA activities, with special emphasis on off-site validation activities and Integrated Validation Activities, cited associated challenges to their implementation, and proposed possible mitigation measures and way forward.

5.8.2 The meeting was informed that the objective of an off-site validation activity was to assess and validate Corrective Action Plans (CAPs) implemented by a State to address certain PQ findings without conducting an on-site activity with a scope based on the number of qualifying CAPs with establishment critical elements (CEs); whether the State has fully implemented CAPs; and whether the State has submitted through the ICAO USOAP Online Framework (OLF) evidence that is complete and relevant to the CAP implementation.

5.8.3 It was reported that the key objectives of an IVA are to validate the progress made by States in implementing their corrective action plans (CAPs) in a more dynamic and cost-efficient manner on-site through the sampling of evidence by independent subject matter experts (SMEs). Specifically, an IVA is a USOAP CMA limited scope on-site activity, integrated within a scheduled visit/activity in a State by ICAO or its safety partners. The scope of an IVA validation activity is determined and based on the number of qualifying CAPs implementation critical elements (CEs), whether the State has fully implemented CAPs; and whether the State has submitted through the ICAO USOAP Online Framework (OLF) sample evidence that is complete and relevant to the CAP implementation.

5.8.4 In consideration of the challenges identified and the way forward in implementing the USOAP CMA Off-site Validation Activities and Integrated Validation Activities for the RASG-AFI Region, the RASC/8 meeting formulated the following Conclusion:

RASC/8 – Conclusion 8/08: Implementation of USOAP off-site validation activities and Integrated Validation Activities (IVA) in the AFI Region

That, in order to enhance the continuous monitoring of States' safety performance in the AFI Region, ICAO should arrange for more USOAP off-site and integrated validation activities based on CAP progress as documented on the online framework.

5.9 Agenda Item 9: Proposed Draft Agenda for RASG-AFI/8 Meeting

5.9.1 The main purpose of the Regional Aviation Safety Group for Africa-Indian Ocean (RASG-AFI) is to develop and implement a work programme that supports a regional performance framework for the management of safety on the basis of the Global Aviation Safety Plan (GASP) and the Global Aviation Safety Roadmap (GASR). Subsequently, the provisional Agenda for the 8th Meeting of the RASG AFI was presented by the Secretariat for consideration, review, and endorsement.

5.9.2 The draft agenda has been prepared in line with the ICAO Council and Air Navigation Commission's recommendation for a uniform approach to the formulation of the agenda for Regional Aviation Safety Groups (RASGs) Meetings, and in consultation between the ICAO ESAF and WACAF Regional Offices. The meeting agreed that the proposed draft Agenda for RASG-AFI/8 as indicated in **Appendix-5** be discussed and finalized by the next APIRG-RASG Task Force Coordination meeting.

5.9.3 It was noted with concern that States and stakeholders continue to make minimum contributions in terms of working papers at RASG-AFI meetings. Therefore, the invitation letter to RASG-AFI/8 Meeting urged Group members to develop working papers for delivery at the meeting scheduled for 7-11 November 2022; as well as for subsequent meetings of the Group.

5.10 Agenda Item 10: Preparations for the 41st ICAO Assembly – AFI Plan Working Paper and other AFI Safety issues

5.10.1 The meeting was updated on the upcoming 41st Session of the ICAO Assembly (Montreal, 27 September – 7 October 2022) and noted the development of a working paper on the report on the progress of the AFI Plan. The working paper was requested by the 25th AFI Plan Steering Committee meeting, approved by the ICAO Council, and posted to the ICAO website. In substance, the A41 working paper on the AFI Plan highlights the key achievements and requests the extension of the programme for additional 6 years from 2024 to 2030 as well as continuous support from international and regional organizations, financial institutions, and industry to ensure its successful implementation. The outcomes of the 41st ICAO Assembly pertaining to aviation safety will be presented to the RASG-AFI/8 meeting in November 2022.

5.10.2 The meeting was also informed that the African Civil Aviation Commission (AFCAC) will present working papers on issues related to the improvement of aviation safety performance in Africa.

5.11 State Safety Programme and Peer Review Mechanism (SSPRM)

5.11.1 The implementation of SSP continues to be slow and challenging for the AFI Region. The table below shows the SSP implementation status for the RASG-AFI States, based on the information reported by the States on the ICAO iSTARS, August 2022.

SSP implementation status for RASG-AFI States		
SSP Level of implementation	# of States	% of States
L0 - States not started a GAP analysis	11	22.9%
L1 - States started a GAP analysis	12	25%
L2 - States with Gap Analysis Completed	7	14.5%
L3 -States with Implementation Plan defined	17	35.4%
L4 -States fully implemented their SSPs	1	2%
Overall SSP Foundation PQ	67.13%	

5.11.2 Most States have expressed the challenge of constrained resources (financial, skills, and human resources), hampering the effective management of aviation safety in the AFI Region. Identified challenges could be resolved through sharing of resources by States. It is therefore believed that States will benefit from a peer review mechanism where one another's expertise and resources could be utilised in the improvement of SSP implementation levels of other States.

5.11.3 Kenya presented to the meeting the proposed SSP peer review mechanism (SSPRM), and proposed coordination framework that emphasizes collaboration and consultation with the Regional offices. The meeting noted that the coordination and collaboration between the States including, Cote d'Ivoire, Kenya, Nigeria, Rwanda, South Africa, and Togo, involved in the pilot project with the ICAO Secretariat was critical to avoid duplication of efforts and ensure that the programme aligns with the activities of the SSP Support Team.

RASC/8 – Conclusion 8/09: State Safety Programme and Peer Review Mechanism

That, RASG-AFI to request:

- a) ICAO Regional Offices to coordinate with the stakeholders and guide the SSP implementation initiatives in line with the GASP Goals;
- b) The SSPRM to coordinate with ICAO Regional Offices and align the SSPRM Proposal Document with the revised AFI-Plan SSP project initiatives, in order to avoid duplication of efforts and ensure consistency of the initiatives; and
- c) Beneficiary States of the AFI-Plan SSP project and the SSPRM to continue supporting the development and implementation of the SSP initiatives and provide a progress report to the RASG-AFI.

5.12 Review of the Abuja Safety Targets

5.12.1 It was recognized that while the 2020-2022 Edition of the ICAO Global Aviation Safety Plan (GASP) sets Goals, Targets and Indicators are applicable to all 193 Member States, the safety performance of RASG-AFI States continues to refer to the outcome of the Ministerial Conference on Aviation Safety in Africa held in Abuja, Nigeria, in July 2012 which included the Aviation Safety Targets and Action Plan for Africa and the Abuja Declaration on Aviation Safety in Africa. Most of the targets have become obsolete such as the 60% EI target established in 2012 as an aspiration for safety oversight that has since elevated to 75% after the GASP target was revised effective 2020. The RASG-AFI Annual Safety Report also continues to address the implementation anchored on the Abuja Safety Targets.

5.12.2 In view of the evolution of the GASP since 2013, the meeting acknowledged that the use of the reference to Abuja targets for AFI Region goals is deceptive and should be revised and updated to align with the current ICAO targets and global requirements.

5.12.3 In that regard, the proposal by the Secretariat to establish an Ad Hoc Working Group tasked to undertake a comprehensive review of the Abuja Safety Targets and Action Plan be adopted and proposals be developed for presentation and consideration by RASG-AFI. It was agreed that in the interim and in light of the urgency of the matter, the RASG-AFI Aviation Safety Report Team (ASRT) be assigned this task and report to the RASG-AFI meeting in November 2022.

RASC/8 – Decision 8/02: Review of the Abuja Safety Targets

That,

- a) The Secretariat coordinate the revision of the Abuja safety targets to align with the current ICAO Global Plans targets/goals or requirements;
- b) the RASG-AFI Aviation Safety Report Team (ASRT) be tasked with:
 - i. Carrying out a comprehensive review of the Abuja Safety Targets and Action Plan in light of the provisions of the ICAO Global Aviation Safety Plan (Doc 10004);
 - ii. Analyzing existing Projects/Programmes addressing/referring to aviation safety targets; and
 - iii. Developing proposals for a suitable and consistent aviation safety performance framework to be used by States and Regional Institutions and Organizations.

-- END --