



ICAO

**INTERNATIONAL CIVIL AVIATION ORGANIZATION**

**FIFTH MEETING OF THE STEERING COMMITTEE OF THE REGIONAL AVIATION  
SAFETY GROUP FOR AFRICA-INDIAN OCEAN (RASC/5) – VIRTUAL.**

**28 October, 2020**

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**Agenda Item 2:** Review of the status of implementation of the 2020 RASG-AFI Work Programme.

**Agenda Item 2.2: RASG-AFI Projects** and Critical Activities

*(Presented by the Secretariat)*

<b>SUMMARY</b>
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This paper presents the status of implementation of the RASG-AFI Projects, which are supported by the AFI Plan, Fund for Aviation Safety (SAFE), Aviation partners and States. These projects cover: Fundamentals of Safety Oversight (FSO); Significant Safety Concerns (SSC); Emerging Safety Issues (ESI); Aircraft Accident Investigation (AIG). It also presents status of implementation of some critical activities of the Group such as, State Safety Programme (SSP); and Aerodrome Certification.
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Actions by the meeting is at paragraph 3.
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<b>REFERENCE(S):</b>
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| <ul style="list-style-type: none"><li>- AFI Plan Document;</li><li>- Report of the 23<sup>rd</sup> Meeting of the AFI Plan Steering Committee.</li></ul> |
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<b>Related ICAO Strategic Objective(s): Aviation Safety</b>
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**1. INTRODUCTION:**

The RASG-AFI has established four Safety Support Teams (SSTs), as its Contributory Bodies, whose purpose and objective are to respond to the immediate safety challenges facing the AFI region by facilitating and providing support in the development, prioritization and implementation of safety enhancement initiatives.

**2. DISCUSSION:**

**2.1 Fundamentals of Safety Oversight (FSO) project** (Champion States: Senegal & Uganda).

2.1.1 Fundamentals of Safety Oversight (FSO) project under RASG-AFI aims to support beneficiary

States to establish the Fundamentals of Safety Oversight (FSO) system vis-à-vis the Critical Elements (CE) of a State Safety oversight system. In this regard, the project aims to assist States with low levels of Effective Implementation (EI) to enhance their safety oversight capability with particular emphasis on the implementation of CE1 through CE5.

2.1.2 The SST-FSO, under the championship of Senegal, continues to assist States in their efforts to increase their EIs and prevent emergence of SSCs. The SST-FSO has adopted implementation strategies including assistance activities conducted by the Regional Offices under the AFI Plan FSO Project, the AFCAC AFI Cooperative Inspectorate Scheme (AFI-CIS) and assistance provided by COSCAPs and RSOOs targeting States with low EIs.

2.1.3 As of 30th June, 2020, FSO assistance missions were conducted to Liberia, Sao Tome and Principe, Central African Republic, Guinea, Comoros, Djibouti, Lesotho, Seychelles, Eswatini, Eritrea, Malawi and Burundi. Some of these assistance activities were coordinated and conducted with the participation of relevant RSOO experts. With the travel restrictions imposed worldwide due to the COVID-19 pandemic, assistance to States continues to be provided through virtual means.

2.1.4 It is noteworthy that the SST-FSO has achieved significant progress in discharging its mandate, evident by the steady increase of States EIs. The current average USOAP EI score for States assisted under the AFI Plan FSO project is 23.88%, up from 20.47% in 2018. However, more efforts and resources are still needed to assist States, especially those that have never been audited and those with EIs lower than 40% to establish and maintain robust and sustainable safety oversight systems. Consequently, increased and sustained funding, including from ICAO, through the AFI Plan and the SAFE, and the development partners is essential to maintain or even increase the momentum of the prevailing progress.

## **2.2 Significant Safety Concerns (SSC) project (Champion States: Ghana & South Africa).**

2.2.1 As at October 2020, only one SSC in one State (Eritrea) existed within the RASG-AFI region. This SSC was identified in 2010 in the area of flight operations pertaining to the certification of air operators. The continued existence of this SSC is contrary to the Abuja safety Targets, specifically the one that specifies that States should resolve existing SSCs by June 2018 or newly identified SSCs within 6 months from the date of its official publication by ICAO.

2.2.2 On 9 March 2020, ICAO confirmed the existence of an SSC in Côte d'Ivoire in the area of air navigation services pertaining to the ground and flight validations of published instrument flight procedures. This SSC was identified during a USOAP CMA audit conducted in the State in December 2019. On 29 June 2020, ICAO determined that the corrective actions taken by Côte d'Ivoire had resolved the immediate risk associated with the SSC finding. As a result, ICAO removed the posting of the SSC. It is imperative to note that Côte d'Ivoire was able to resolve the SSC within the timelines established by the Abuja Safety Targets, specifically the one that specifies that States should resolve newly identified SSCs within 6 months from the date of its official publication by ICAO.

2.2.3 The SST-SSC, under the championships of Ghana, South Africa and AFCAC, has achieved significant progress and continues to assist States in their efforts to resolve the current SSC or prevent emergence of new ones. From the inception of the SSC-SST in 2013 to date, 19 SSCs have been resolved in 12 States.

2.2.4 The SST-SSC has adopted several different strategies, including:

- a) Assistance by ICAO under the framework of ROST missions;

- b) Assistance by AFI States through conduct of missions to States in need;
- c) Assistance by AFCAC through the AFI Cooperative Inspectorate Scheme (AFI-CIS);
- d) Assistance by RSOOs/COSCAPs to States in need;
- e) Assistance by development partners, including EU and the US.

2.2.5 In order to maintain and reinforce the positive achievements so far, more efforts and resources are needed to assist States implement measures to prevent the emergence of SSCs or other related high safety risks. This is especially critical for those States that have never been audited, specifically South Sudan and Somalia, and those with EIs lower than 60% to establish and maintain robust and sustainable safety oversight systems.

2.2.6 Going forward, stakeholders, including AFI Plan, the SAFE and development partners, should intensify funding to the SST-SSC to sustain or increase the implementation of the necessary safety enhancement Initiatives. Furthermore, the meeting should urge the SST - SSC to profile all States in order to identify those with latent or potential SSCs and provide them with tailored assistance to resolve or mitigate the associated safety risks.

### **2.3 Emerging Safety Issues (ESI) Project** (Champion State: Kenya).

**2.3.1** Under the framework of RASG-AFI agenda for Loss of Control In-Flight (LOC-I), the two ICAO Regional Offices (WACAF and ESAF) and Kenya (as the RASG-AFI Champion State for LOC-I) have undertaken a number of related activities since the establishment of the Safety Support Team for Emerging Safety Issues. These include Symposia and/or Workshops on LOC-I and Upset Prevention and Recovery Training (UPRT) to be annually held from 2015 to 2019 in Nairobi, Addis Ababa, Johannesburg and Lagos respectively, in line with the LOC-I Project Document and RASG-AFI 5-year implementation plan on LOC-I.

**2.3.2** The Champion State, activities hosting States, ICAO and US FAA have provided the main support for these activities in terms of organization, facilitation and logistics. The Industry, through the hosting States, have made available flight simulators for demonstration purposes. However, the LOC-I project is not effectively funded. The Industry and aircraft manufacturers should contribute to the funding of this project.

**2.3.3** The main challenges are the effective implementation of the RASG-AFI 5-year implementation plan on LOC-I and the reporting of progress made by stakeholders.

**2.3.4** In the context of the COVID-19 pandemic and related challenges like the non-availability of simulators and shrinking training budgets, the risk of skills and knowledge degradation for pilots competencies related to UPRT are all the more affected. Therefore, in order to address these issues, among others, the Regional Offices and the Champion State are planning to organize a virtual workshop on UPRT to be held in November 2020; and would urge States and other stakeholders to participate in this very important event.

### **2.4 Aircraft Accident and Incident Investigation (AIG) Project** (Champion States: Ethiopia & Cape Verde)

2.4.1 The Safety Support Team for AIG (SST – AIG), is responsible for assisting States establish independent accident investigation entities at national and/or regional level. This Project under RASG-AFI AIG Safety Support Team is intended to provide States with the regulatory provisions and tools (MoUs) to

enter, on one hand into bilateral agreement with other States or entities, and on the other hand to offer harmonized framework and guidance for the establishment and/or adherence to regional aircraft investigation organizations (RAIOs). The formulation of the AIG project took into account the pre-occupation of the SST-AIG in terms of funding challenges as well as the Decision of the 38th Assembly on the expansion of the AFI Plan activities to cover all safety-related areas including aircraft accident and incident investigation (AIG). The AIG project (Project No.: AFI18102-07, 2018 AIG) was presented and approved by the 20th meeting of the AFI Plan SC.

2.4.2 In the course of implementing the project, two workshops were conducted in Lagos, Nigeria, and Addis Ababa, Ethiopia, from 28 to 31 August 2018 and 3 to 6 September 2018, respectively. A third workshop was conducted in Cotonou, Benin, from 11 to 15 November 2019. Two AIG Experts from ICAO HQ and one from the EUR-NAT Office, with the support of Regional Officers from ESAF and WACAF facilitated the workshops.

2.4.3 The workshops provided participants with guidance on the development and implementation of harmonized legislative frameworks, regulations, and associated procedures required for the establishment of a State aircraft accidents and incidents investigation system, in conformance with ICAO SARPs and other relevant ICAO Publications. The participants had the opportunity to visit the established AIG entities in each of the hosting States (Nigeria AIB, Ethiopian AIB, BEA du Benin).

2.4.4 In accordance with the objectives of the SST-AIG, the participants were urged to establish a collaborative scheme, under the initiative of the Champion States and the facilitation of the RAIOs (BAGAIA is the only one established) for the development of harmonized regulations and investigators manual.

2.4.5 As a way forward, States will be assisted to reinforce their AIG capacity by establishing a collaborative scheme through which States, with the support of RSOOs/RAIOs and the facilitation of ICAO Regional Offices, will undertake the development of model harmonized regulations and investigation procedures manuals. This will also include development of the necessary processes and tools to enable or facilitate States to delegate civil aviation accidents investigating tasks, or establish or join a Regional accident and incidents investigation organization (RAIO).

## **2.5 State Safety Programme (SSP) Project**

2.5.1 The SSP implementation project was initially developed under the AFI Plan to support the establishment of a sound safety oversight system in twenty-four (24) States; their eligibility was based on the attainment of the 60% EI regional target. Such States were encouraged to further promote aviation safety by embracing safety management principles with a view to proactively address emerging safety risks by using consistent, data-informed approaches to implement smarter, system-level, risk-based safety oversight.

2.5.2 Within the framework of the project, eligible States are provided with safety management training for their regulatory and service provider staff involved in the implementation of SSP and SMS to build understanding of operational safety management processes with practical examples. The project was launched in February 2017 for a duration of 24 months with the following eligible States: Botswana, Burkina Faso, Cabo Verde, Cameroon, Cote d'Ivoire, Ethiopia, Gambia, Ghana, Kenya, Madagascar, Mali, Mauritania, Mauritius, Morocco, Namibia, Niger, Nigeria, Senegal, South Africa, Sudan, Togo, Tunisia, Uganda, and Zimbabwe. Since the 20th meeting of the AFI Plan SC and as more AFI States attain the 60% EI target, the SSP Project Document was revised to incorporate new eligible States including Benin, Congo, Gabon, Mozambique and Rwanda.

2.5.3 The Project implementation approach was revised to take into account SSP implementation based

on satisfactory implementation of SSP Foundation Protocol Questions (PQs). States are assisted in the review for acceptability and implementation of the USOAP Corrective Action Plan (CAP), for the SSP Foundation PQs as well as the review of the States' results of the SSP Gap Analysis Questions. Furthermore, States are sensitized on SSP Implementation Assessments (SSPIAs) under the USOAP CMA and the associated amended SSP-related PQs. With the prevailing COVID-19 pandemic, remote guidance and assistance continue to be provided to States in monitoring their performance on the USOAP CMA OLF (Democratic Republic of Congo, Sierra Leone, Guinea, etc.).

**2.5.4** To date, moderate progress has been achieved by States towards implementation of safety management provisions as envisaged under the project: 91% of the States started SSP gap analysis (Level 1); 73% of the States completed SSP gap analysis (Level 2); 46% of the States have defined SSP implementation plan (Level 3); and one State (Rwanda) has fully implemented SSP (Level 4).

**2.5.5** Although the States face different challenges of varying degrees, it is evident that some specific issues are common to most States and are a significant contributor to the challenges faced: (1) qualified technical personnel; (2) resources; (3) enforcement; (4) licensing, certification, authorization and approval obligations; (5) management of safety risks; (6) safety management system obligations; (7) accident and incident investigation; (8) safety data/information collection, analysis, sharing and exchange mechanisms, hazard identification and safety risk assessment; (9) Surveillance obligations; (10) State safety performance; (11) State safety promotion; and (12) both internal and external communication and dissemination of safety information.

**2.5.6** As a way forward there is need to: (1) intensify technical assistance to States with special emphasis on assisting States to develop and implement SSP implementation plans and to perform self-assessment of SSP Foundation Protocol Questions and, when applicable, develop and implement corresponding corrective action plans (CAPs); and (2) progressively co-opt into the SSP Project additional States as and when they attain the EI threshold of 60%.

## **2.6 Aerodrome Certification Project**

**2.6.1** The Regional Offices and States under the AFI Plan framework pursue the implementation of the Project. So far, 12 international Airports in 11 beneficiary States (Abidjan, Bamako, Lagos, Abuja, Niamey, Libreville, Dakar, Maputo, Lusaka, Kigali, Manzini and Windhoek) have been certified. This achievement raised the percentage of certified aerodrome in Africa from 22,05% in 2016 to 29,55% in October, 2020.

**2.6.2** Challenges faced in the project implementation are still related to the CAAs/Airports commitment and the resolution of deficiencies found at airports, as well as the availability of trained technical personnel at both the CAAs and the airports Operators level.

**2.6.3** In accordance with the Project document, meetings (Congo, Sierra Leone in 2019) and workshops (Brazzaville in 2019), continue to be conducted for the remaining and new beneficiary States. The ICAO Regional Offices are currently following up on the implementation of the Action Plans of the nine (9) remaining States, and are still calling on these States to increase their commitment to the full implementation of the Project. Some States such as Benin, Botswana, Burkina Faso, Cameroon, Congo, and Seychelles that had been slow in implementation of the Action Plan, have recently shown progress and were due to complete the certification process by end of 2020 or early 2021.

## **3. ACTION BY THE MEETING:**

3.1. The meeting is invited to call:

- a) for high level ICAO intervention and more commitment of resources and stakeholders to the resolution of the SSC in Eritrea;
- b) for more commitment of States/Airports in the implementation of their aerodrome certification action plans;
- c) on all AFI States to conduct SSP Gap Analyses, develop SSP implementation plans, and implement SSPs.

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