



INTERNATIONAL CIVIL AVIATION ORGANIZATION

First Meeting of the Africa - Indian Ocean Aviation System Planning and Implementation Group (AASPG/1)

Libreville, Gabon, 3 - 7 November 2025

Agenda item 5: Common implementation challenges

(Presented by the Secretariat)

SUMMARY	
This working paper presents an overview of challenges encountered by States of the AFI region in fulfilling their obligations under the Chicago Convention within the framework of AASPG and proposes possible solutions.	
Action by the Meeting is provided for in Paragraph 3 of this paper.	
<i>References</i>	Doc 9750, Global Air Navigation Plan Doc 10004, Global Aviation Safety Plan Doc 7474, Air Navigation Plan — Africa-Indian Ocean Region AASPG Procedural Handbook APIRG and RASG AFI Meetings Reports APIRG AAO/SG and IIM/SG Meeting Reports.
<i>Strategic Objectives</i>	A – Aviation Safety and B – Air Navigation Capacity and Efficiency

1. INTRODUCTION

- 1.1 Despite persistent challenges, AFI States have continued to make progress toward global aviation and air navigation goals and targets. The regional Effective Implementation (EI) of the critical elements of State safety oversight systems improved from 57.79% in 2023 to 61.54% in September 2025, while the world average has risen from 68.9% to 70.55% over the same period. 25% of AFI States have achieved the Global Aviation Safety Plan (GASP), target of 75% EI, as called by 2023-2025 Edition.
- 1.2 Regional requirements, implementation indicators and targets in air navigation capacity and efficiency have also been established for the implementation of the Global Air Navigation Plan (GANP), as reflected in the work programmes of AASPG and its contributory bodies.

- 1.3 While AASPG and its Contributory bodies have made progress, Several recurring and emerging challenges continue to affect States' implementation efforts. These are discussed in this paper.

2. DISCUSSION

Safety related challenges

- 2.1 The lowest performing audit areas in the AFI region have undergone some improvement in terms of effective implementation (EI): AIG from 44.03% in 2023 to 46.58% in 2025; AGA from 47.6% to 54.37%; ANS from 53.54% to 57.61% and OPS from 58.2% to 63.12%.
- 2.2 Key issues include:
AIG: States lack independent accident investigation authorities with adequate funding as well as procedures, tools, and equipment to fulfill their obligations.
ANS and AGA: most deficiencies stem from the lack or ineffectiveness of certification and oversight activities.
OPS: some States have initiated a certification process for new air operators without adequately qualified personnel, regulations, procedures, and guidelines, or proper coordination with prospective air operators.
- 2.3 Document tampering and cross-border transfers of aircraft are a recurring challenge for many States. In this respect, States are encouraged to share their relevant information on aircraft registration and air operator certificate through iSTARS-Online Airworthiness Information Network (OAIN).
- 2.4 Progress has also been noted in critical elements, especially for CE-4 which has risen from 56% in 2023 to 60.54% in 2025; CE-6 from 56.15% to 60.97%; CE-7 from 43.07% to 47.46% and CE-8 from 32.86% to 35.76%.
- 2.5 For CE-6, further work is required to strengthen certification processes (specific approvals, issuance of licenses, and approval of training organizations) medical assessment. Effective RVSM approval/related surveillance and associated coordination/exchange of information with stakeholders, especially ARMA, remain an issue.
- 2.6 For CE-7, many States are yet to effectively implement a risk-based surveillance system given the level of aviation activities prevailing and the limited resources they are facing.
- 2.7 The Resolution of Safety Issues CE-8 () remains the lowest (average 35.8%). To assist States in addressing these challenges, ICAO in collaboration with the Civil Aviation Authority of Singapore conducted a targeted training in March 2025, in addition to the technical assistance continuously provided by the ICAO ESAF and WACAF Regional Offices.

- 2.8 The 5 significant safety concerns (SSC) identified in ANS are being dealt with by the concerned States with ICAO Regional Offices and other stakeholders' support. They are related to calibration of navigation aids, and non-validation of flight procedures.
- 2.9 While the implementation of State Safety Programmes (SSPs) remains a challenge, the set of the 2024 USOAP CMA PQs including SSP and SMS parts will be fully integrated in the OLF by the end of 2026. In this respect, States are encouraged to proactively conduct a self-assessment on these PQs to identify deficiencies and take remedial actions.
- 2.10 Following APIRG/27 and RASG-AFI/10 recommendations, States should be more trained/sensitized on RPAS and advanced air mobility (AAM). In this respect, an RPAS workshop was conducted (Nairobi, June 2025) as well as an AAM symposium, both supported by the Regional Offices.
- 2.11 Irregular updating of data in the USOAP CMA Online Framework continues to undermine readiness of States for USOAP CMA activities. In 2025, 3 out of the 5 States scheduled for USOAP CMA activities in ESAF and WACAF were postponed due to lack of preparedness.
- 2.12 Fourteen States with an EI below 45% face long term systemic challenges related to outdated legislative/regulatory frameworks, inappropriate procedures and tools and shortage of qualified technical personnel. Implementation of comprehensive technical assistance projects as suggested under the SMO framework is therefore recommended.

Air Navigation-related challenges

- 2.13 The AAO/SG and IIM/SG meetings highlighted persistent challenges affecting the effective implementation of air navigation related matters in the region.
- 2.14 The newly formed ATS Events Analysis Group (AEAG), which took over from the ATS Incident Analysis Group (AIAG) met in October 2025 and analyzed 455 events. The main causes and contributing factors included ATC proficiency, Air-Ground communication facilities deficiency, ineffective wildlife management systems, Runway condition and status, airspace organization and management, and ATC coordination deficiencies.
- 2.15 The reporting of events/incidents was also inadequate due to the poor quality of data submitted by States. In some cases, the corrective action was noted to be punitive rather than corrective. The meeting may recall that APIRG/27 noted the lack of self-reporting amongst the aviation personnel due to fear of punitive action and urged States to implement 'Just Culture' to encourage more comprehensive reporting of occurrences.
- 2.16 The lack or ineffectiveness of ATM contingency plans in some FIRs, as well as weak regional and inter-regional cooperation, have hindered effective coordination of incidents in the region. This often led to airspace congestion and high level of large height deviation and loss of separation reports.

- 2.17 Challenges also persist in implementing APIRG conclusions/decisions related to regulations in support of but not limited to SLOP, flexible use of airspace, search and rescue, interoperability of ANS systems, reporting of ATS incidents and contingency arrangements.
- 2.18 In addition, the region is experiencing a shortage of technical experts to support subgroup activities as well as emerging technologies such as FF-ICE, SWIM, UTM, PBCS, AAM, HAO etc.

3. ACTION BY THE MEETING

3.1 The meeting is invited to:

- a) Take note of the information presented in this working paper;
- b) Consider new initiatives to assist in addressing the identified challenges;
- b) Urge States with low EI to demonstrate stronger political commitment and allocate adequate resources to establish effective safety oversight systems; and
- c) Encourage ICAO to expediate the harmonization of contingency arrangements for interregional coordination efficiency.