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 2: Outcomes of the ICAO Assembly 42nd Session, review of actions taken by the ANC and the Council on the report of APIRG/27 & RASG-AFI/10 meetings and follow-up of the APIRG/27 & RASG-AFI/10 Conclusions and Decisions

2.2. Review of the action taken by the Air Navigation Commission on the report of APIRG/27 and RASG-AFI/10 meetings

(Presented by the Secretariat)

SUMMARY
This working paper presents an overview of the review of the twenty-seventh meeting of the Africa-Indian Ocean (AFI) Planning and Implementation Regional Group (APIRG/27) and the tenth meeting of the AFI Regional Aviation Safety Group (RASG-AFI/10) report by the Air Navigation Commission (ANC).   Action by the Meeting is at paragraph 3.

Strategic Objectives	

1   INTRODUCTION

1.1   The Air Navigation Commission (ANC) reviewed the report of the twenty-seventh meeting of the Africa and Indian Ocean Planning and Implementation Regional Group (APIRG/27) and the tenth meeting of the Regional Aviation Safety Group for Africa and Indian Ocean Region (RASG-AFI/10), held from 4 to 8 November 2024 in East London, Eastern Cape, South Africa, during the 13th meeting of its 228th Session on 25 March 2025. The review was based on the review by the ANC Working Group of the Whole for Strategic Review and Planning (WG/SRP) that was held virtually on 12 March 2025 with the participation of the Chairpersons of the APIRG and RASG-AFI and ICAO staff members from the ESAF and WACAF Regional Offices and Air Navigation Bureau (ANB) (AN-WP/9823 refers).

1.2   The ANC agreed on the consolidated annual report on the Planning and Implementation Regional Groups (PIRGs) and Regional Aviation Safety Groups (RASGs) during the third meeting of its 230 Session on 30 October 2025 (AN-WP/9870 refers). The report covered PIRG and RASG meetings from 1 June 2024 to 30 June 2025. The report included an overview of the APIRG/27 and RASG-AFI/10 outcomes.

2.   DISCUSSION

APIRG/27 and RASG-AFI/10 Report

2.1.   The Commission noted the key challenges and issues in the fields of safety and air navigation, supporting key decisions and conclusions, as well as outstanding conclusions that require specific action by Headquarters (HQ). These challenges included insufficient human and financial resources; insufficient political support from States to their Civil Aviation Authorities (CAAs) and aviation industry; low attendance to meetings and high turnover of the Directors General of Civil Aviation Authorities and the CEOs of the industry, impacting business continuity; limited training opportunities; low-level of cooperation from some States, lack of involvement by States' experts in the APIRG contributory bodies activities; low level of data availability on States' planning and implementation activities; and low level of reporting.

2.2.   The Commission congratulated APIRG/27 and RASG/10 on their achievements and progress during the last cycle. He acknowledged the key outcomes and challenges, encouraged joint efforts by States and the regional office to address the identified challenges, and expressed appreciation for the region's collaborative efforts and the support provided by the regional office.

2.3.   In addressing Decision 6/03 – *Transitional arrangements between APIRG and RASG-AFI groups and the new AASPG*, stemming from the APIRG/27 and the RASG-AFI/10, the Commission agreed to include in the consolidated report to the Council, the recommendation for endorsement of the Africa – Indian Ocean Aviation System Planning and Implementation Group (AASPG) to replace the current structure of the APIRG and RASG-AFI. The Commission acknowledged that the proposed AASPG structure, as an integrated regional group would enhance efficiency, and streamline regional efforts and the conduct of meetings, improve coordination of safety and air navigation matters, while minimizing duplicative efforts between the two domains. Subject to the agreement by the Council on the establishment of AASPG, its additional terms of reference will be submitted to the President of the Council for approval, in accordance with the generic terms of reference of the PIRGs and RASGs.

2.4.   With respect to the APIRG/27&RASG-AFI/10 Conclusions and Decisions addressed to headquarters the following actions were taken by ANC:

   i)   requested the Secretariat to increase the visibility of the AN Work Programme to the region;
   ii)   Conclusions EO/01: agreed to include, in the consolidated report to the Council, the recommendation for endorsement of the Africa – Indian Ocean Aviation System Planning and Implementation Group (AASPG) replacing APIRG and RASG-AFI.
   iii)   Conclusion 10/02: requested the Secretariat to consider continuing to support States through workshops, training, guidelines and/or appropriate tools for the effective implementation of safety intelligence.
   iv)   Decision 10/06: requested the Secretariat to:
       -   consider the possibility of increasing USOAP CMA activities;
       -   continue supporting States to improve RASP and NASP development and implementation;
       -   organize sensitization activities for new USOAP protocol questions (PQs);
       -   increase support to States prior to implementation of 2024 integrated PQs, including SSP;
       -   consider including various areas of ANS as required experience for ANS auditors;

- finalize the *Manual of the Competencies for the Civil Aviation Safety Inspectors* (Doc 10070); and
- provide updates on the progress of resolving the reported significant safety concerns in the region to support the Commission in monitoring the situation and taking appropriate actions.

v) Conclusion 27/19: taking into account that it would be premature to conduct a workshop on digital air traffic services for aerodromes (DATS) in October 2025 while the job card is still in progress, the Secretariat would provide an update on the development of related DATS provisions and guidance material at the first meeting of the AASPG planned for November 2025.

vi) Conclusion 27/21: considered how to encourage more States of the AFI Region to nominate experts to the ANC expert groups as appropriate, and invited the Secretariat to consider assisting in:
- increasing courses/trainings in more than one language;
- increasing awareness of Cyber resilience and Security;
- providing advanced notification to States on new developments and matters concerning air navigation;
- developing a model of a National ASBU Implementation Plan;
- mobilizing resources for effective implementation of Air Navigation-related projects;
- conducting FF-ICE awareness workshops; and
- increasing awareness of Artificial Intelligence in Aviation.

Consolidated Report to Council on PIRGs and RASG 2024-2025

2.5.   The ICAO Council, during the second meeting of its 230th Session, agreed to adopt an annual reporting period of 1 July to 30 June for iterations of the consolidated annual report for PIRGs and RASGs, commencing on 1 July 2023. In transition to the revised reporting period, the 2023-2024 report covered the period from 1 April 2023 to 31 May 2024. Hence, this consolidated report covers the period from 1 June 2024 to 30 June 2025 (C-WP/15768 refers).

2.6.   With regard to flight and flow – information for a collaborative environment (FF-ICE), the Commission recognized the need to closely monitor the progress of FF-ICE implementation across various regions, including those concerning system-wide information management (SWIM) as a prerequisite to FF-ICE. The Commission expressed concerns over disparate experiences reported across different regions, and the diverse ways of approaching the implementation. Based on feedback provided by the Commission, the Commission noted concerns regarding the transition between FPL2012 and FF-ICE, particularly mixed mode operations, flight plan translations, and early implementation of FF-ICE in some regions and the impact on adjacent States. The Commission noted that these issues were being addressed by the relevant expert groups, and the planned transition date was to minimize the period of mixed mode. It was considered important that FF-ICE implementation be addressed as a cross-cutting matter, including planned investment in ATM systems.

2.7.   The Commission requested the Secretariat to explore ways to promote interregional understanding and cooperation, with a view towards harmonized and coordinated implementation among States and ICAO Regions. This includes facilitating experience-sharing among States and Regions, enabling those facing difficulties to benefit from the experiences of others, so as to avoid common pitfalls and accelerate progress. The Commission agreed to recommend that the Council urge the planning and implementation groups to expedite their development of regional transition

plans to FF-ICE and report on the progress achieved and identified challenges that may affect the ability to meet the planned date of 2034 for the transition from FPL 2012 to FF-ICE.

2.8.   The Commission noted that the lack of accurate and complete data, and inadequate information sharing affect multiple areas of safety management beyond accident investigation (AIG) and remain a major barrier to effective State safety programme (SSP) implementation. The Commission noted that regions have been conducting several actions and initiatives to address the low implementation of effective SSPs. The Commission agreed that foundational weaknesses in data collection and analysis be recognized as a new global safety challenge and not be linked exclusively to AIG, given their broader impact on safety oversight and management. The Commission agreed to include "*ineffective safety reporting due to inadequate information sharing, and weaknesses in accurate and complete data*" as a global challenge.

2.9.   A dashboard, which allows for the monitoring of the reported global challenges and level of participation in PIRGs and RASGs meetings, was created and will be hosted on the ICAO integrated Safety Trend Analysis and Reporting System (iSTARS).

2.10.   The Commission agreed to continue working with the Secretariat on enhancing the PIRGs and RASGs consolidated report to the Council.

3   ACTION BY THE MEETING

3.1   The meeting is invited to review the actions taken by the Air Navigation Commission on the Report of the APIRG/27 and RASG-AFI/10 Report and the global challenges in Appendix A.

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STATUS OF PREVIOUSLY IDENTIFIED CHALLENGES FACED AT GLOBAL LEVEL

ID	Challenge	Action	Timeframe Business Plan 2022-2025 Reference	Status Remarks
2019-01	Lack of uniform methodology for the identification of deficiencies	Secretariat - Need for the update of the uniform methodology for the identification of deficiencies by PIRGs	2026 CAP 6.2	Pending Pending the availability of resources and prioritization of work programme
2019-02	Insufficient progress in civil-military coordination	Secretariat to promote and assist States improving civil-military cooperation and implementation of flexible use of airspace	2027 CAP 6.2	Ongoing
2019-05	Lack of SAR cooperation and collaboration	APAC and EUR/NAT - Ensure that States are committed to formalize collaboration and cooperation through signed LoAs	2025 CAP APAC 7.8 and CAP EUR 7.8	Ongoing Completed for EUR Work in progress three LoAs signed
		APAC and EUR/NAT - Update the EUR SAR plan and assist States in SAR exercises	2025 CAP APAC 7.8 and CAP EUR 7.8	Completed for EUR Ongoing 2022-No SAR exercise due to the pandemic
2019-08	Lack of PBCS implementation	Secretariat - Robustness of the regional communications infrastructure monitoring system as part of performance-based service provision needed to be further improved	2025 CAP 6.2	Ongoing Work in progress by the PIRGs
		ANC - To identify ways to improve the implementation of PBCS. *"Completing this job card will promote global harmonization and performance-based approach to implementations that use existing and/or emerging technologies to provide enhanced communication and surveillance capabilities, while ensuring the acceptable level of safety."*	2025 CAP 6.2	Ongoing Secretariat is working to amend the following relevant guidance material: - Doc 9613, *Performance-based Navigation (PBN) Manual* with expected publication date of 30 November 2022 (Completed) - Doc 9869, *Performance-based Communication and Surveillance (PBCS) Manual* with expected publication date of 2025

ID	Challenge	Action	Timeframe Business Plan 2022-2025 Reference	Status Remarks
2019-10	GNSS RFI	Secretariat – To review frequency protection and interferences matters, conduct awareness activities; symposia/regional navigation workshops	2026 CAP 1.16 CAP 4.1	Ongoing The issue is being dealt with through the following work streams underway: - Doc 9849, *Global Navigation Satellite systems (GNSS) Manual* (updated version planned 2025) - Doc 9718, *Handbook on Radio Frequency Spectrum Requirements for Civil Aviation including Statement of Approved ICAO Policies* (amendment underway) - Doc 8071, *Manual on Testing of Radio Navigation Aids* (rescheduled for 2024) - Job Card NSP.006.06 & NSP.009.06 - ENB-CNS-2022-11 - Annex 10 – *Aeronautical Telecommunications*, Volume 1 - AN-Conf/14 Recommendation 2.2/2 - SL E 3/5-24/54 dated 30 April 2024 - iPack for mitigation of GNSS RFI is being developed
		The ANC - To monitor measures related to frequency protection and interferences matters	2026 CAP1.16 CAP 4.1	Ongoing Job Card NSP.006.06 ENB-CNS-2022-11
2019-12	RVSM non-approved, non-compliant. Large Height deviations (LHD) and vertical risk	APAC and EUR/NAT - Monitoring of RVSM compliance	2026 CAP 6.2	Completed
		States to be urged to address the reported LHDs and to collaborate with the appropriate regional monitoring agencies for necessary corrections measures.	2026 CAP 6.2	Ongoing

ID	Challenge	Action	Timeframe Business Plan 2022-2025 Reference	Status Remarks
2019-17	Major State safety programme (SSP) implementation difficulties experienced in States	Secretariat to identify ways to address difficulties experienced to support and implement	2026 SAF 2.3	Ongoing: The ANC reviewed the outcomes of a survey conducted by Secretariat on the challenges faced by States for implementation of Annex 19 – *Safety Management* (with a focus on SSP implementation) in its 220th Session (ANWP/9598). The Safety Management Manual (Doc 9859) is being revised to provide additional and updated guidance.
		ANC - To identify ways to address difficulties experienced by States and to report to Council	2026 SAF 2.3	The SSP course is available in EN and SP and with a virtual delivery option. (2025) There is also a Safety Risk Management Fundamentals one day course available for virtual delivery. Five safety intelligence and safety performance management workshops were delivered in 2023-2024 across ICAO regions. The SSP iPack is now available for deployment. (2025) The first edition of the new *Safety Intelligence Manual* (Doc 10159) is now available and the online portion of the ICAO Data-driven Decision Making (AD3M) course is being updated to reflect the new guidance. A new course on SMS assessment and monitoring was also launched at the beginning of 2025. (2025) For accident and incident data sharing ICAO has launched an iPack for the Accident/Incident Data Reporting (ADREP) System and transitioned to a new global reporting tool (ECCAIRS 2). Secretariat continues to use the results of the global survey (mentioned above) and feedback from other engagement

ID	Challenge	Action	Timeframe Business Plan 2022-2025 Reference	Status Remarks
				initiatives with stakeholders to develop additional implementation support activities and strategies to address the identified challenges. Incorporated the challenge 2020-09
2019-19	Harmonized approach to GANP Monitoring mechanism/tool development globally	Secretariat – To ensure State/PIRG participation in development of ICAO GANP Monitoring mechanism/tool	2020 CAP 1.3	Completed GANP web-based format implemented for easy access by States and PIRGs. Web-based format is already available for GANP. The 7th edition of GANP was endorsed by the 41st Assembly.
2019-20	Support required for the development of a regional accident and incident investigation organization (RAIO) in the Caribbean	Secretariat – To assist with the development of a regional accident and incident investigation organization (RAIO) or Investigation Cooperation Mechanism (ICM) for States with limited aviation capabilities.	2026 SAF NACC 7.6	Ongoing

Work in progress through RASG-PA |
| | | Secretariat – To request assistance through the AIG Regional Cooperation Mechanism (ARCM) for the South American Region | 2026 SAF NACC 7.6 | Ongoing

Work in progress through RASG-PA |
| 2020-01 | Upgrade of ATS message handling system to support the requirement of the ICAO Meteorological Information Exchange Model (iWXXM), Version 3 | APAC and Secretariat – To harmonize the implementation between MET service and telecommunication centres run by ANSP. | 2025 CAP 6.2 | Ongoing

Work in progress through APANPIRG |
| | | ANC/Secretariat – To consider. providing more detailed guidance for implementation; and

postpone the applicable date of this requirement to November 2021 taking consideration of COVID-19 impacts. | 2020 Not in the Business Plan | Completed |
| 2020-02 | States experience a lack of competent inspectors, which | APAC – To assist States with a well-developed training programme with an | 2026 SAF.3.1 | Ongoing |

ID	Challenge	Action	Timeframe Business Plan 2022-2025 Reference	Status Remarks
	implies low levels of critical element 4 (CE-4) implementation	emphasis on on-the-job training (OJT)		Work in progress through APANPIRG and RASG-APAC
		APAC and Secretariat – To address the underlying problem of each region	2026 SAF 4.1	Ongoing Work in progress through APANPIRG and RASG-APAC
2020-03	Low levels of effective implementation (EI) in all audit areas	APAC – To establish a regional safety oversight organization (RSOO) for Pacific Island States.	2026 SAF 3.2	Ongoing Work in progress through APANPIRG and RASG- APAC
2020-04	Need for an updated Accident/Incident Data Reporting (ADREP) system	Secretariat – To address the availability of data in the Accident/Incident Data Reporting (ADREP) System	2025 SAF 6.12	Ongoing (2025) ICAO has launched an iPack for the Accident/Incident Data Reporting (ADREP) System and transitioned to a new global reporting tool (ECCAIRS 2). Other work partially implemented with EUROCONTROL.
2020-05	High rate of missing operational messages (Flight plans, OPMETs, NOTAMs)	AFI and Secretariat – To identify ways to eliminate missing operational messages	2027 Not in the Business Plan	Ongoing As per APIRG, situation has improved. Not a challenge for CAR/SAM.
2020-06	States are not submitting RVSM data to the RMA Office on a monthly basis	PIRGs – To monitor the issue and report through subsequent PIRGs reporting cycles in order to identify additional measures if necessary	2025 CAP 6.2	Ongoing PIRGs are following up Not a challenge for CAR/SAM.
2020-08	Enhance the use of ICARD regarding the long outstanding resolution of 5LNC duplicates	EUR/NAT and Secretariat – To consider ways to resolve 5LNC duplicates	2026 SAF 6.11	Ongoing IFPP ongoing work on job card IFPP.022.01 – *Enhancement and accuracy of the International Codes and Route Designators (ICARD) system, and resolution of duplicated five-letter name codes 5LNCs*
2021-01	Actual geographical area of APIRG and RASG-AFI	Secretariat – To develop proposals for consideration by the ANC and Council related to the definition of Africa Indian Ocean Region.	2025 Not in the Business Plan	Ongoing Reference is made to the Council C-DEC 230/2 on the matter.
		Council – to request the Secretary General, to develop proposals to revise	2025	Work in progress with ESAF and WACAF Regional Offices.

ID	Challenge	Action	Timeframe Business Plan 2022-2025 Reference	Status Remarks
		the definition of the Africa-Indian Ocean (AFI) Region to be aligned with the actual geographical area of APIRG and RASG-AFI for consideration by the ANC and Council. The proposal should be coordinated with all the relevant stakeholders at the proper time.	Not in the Business Plan	
2022-01	Lack of compliance with RVSM related requirements and procedures including the high rate of reported large height deviations (LHD).	Encourage and facilitate appropriate discussions at high-level civil-military coordination at regional and global forums; issue a State letter; develop proposals to address the underlying issues; and develop new Job Cards, as necessary, for consideration by the ANC	2025 CAP 6.2	Ongoing Military aspects concerning RVSM approval were incorporated into the Assembly Resolution A41-10. Raising awareness on the matter at regional levels through symposia is ongoing.
2022-02	Information on the web-based ICAO integrated Safety Trend Analysis and Reporting System (iSTARS)	Update the information for States/administrations and validate the available tools on the iSTARS platform used by States to obtain and share safety data related to the Annual Safety Report, as a matter of urgency	2025 SAF 6.7	Ongoing iSTARS 4.0 has been launched and the issues from the previous version have been resolved. (2025) For accident and incident data sharing ICAO has launched an iPack for the Accident/Incident Data Reporting (ADREP) System and transitioned to a new global reporting tool (ECCAIRS 2). Decision to close this challenge for next report after checking with the regions.
2023-01	Lack of availability in all ICAO languages the Global Air Navigation Plan (GANP) technical level	Request the Secretariat to identify potential solutions, as the current GANP technical layer in a single language cannot be used.	2027 CAP 1.3	Pending Reference is made to the Council C-DEC 230/2 c) No extra-budgetary resources had been allocated for the translation of the technical part of GANP into all ICAO languages.
2023-02	Formal amendment process to align the areas of	Request the Secretary General to finalize the amendment process to align	2025 CAP 6.2	Ongoing

ID	Challenge	Action	Timeframe Business Plan 2022-2025 Reference	Status Remarks
	applicability of the air navigation plans and the *Regional Supplementary Procedures* (Doc 7030)	the areas of applicability of the air navigation plans and the regional supplementary procedures.		The sixth edition of SUPPs is being processed.
2024-01	Lack of harmonized regional framework and global guidance material for the management of Contingency Coordination Teams (CCTs) in case of airspace disruption	Secretary General to: 1- Provide the required support for the establishment of regional air traffic management contingency framework to ensure harmonization and effective collaboration between ICAO Regions. 2- Develop, in collaboration with States and industry, global guidance on air traffic management contingency management, including the recovery phase, as well as regional frameworks, to support the implementation of Annex 11 – *Air Traffic Services*. 3- Launch a training programme for building the States capabilities in preparing, responding and managing contingencies.	CAP 6.8 Q2 2026 Q4 2026 Q4 2025	Ongoing
2024-02	Low level of development and implementation of National Aviation Safety Plans (NASPs).	Secretary General to conduct regional capacity-building workshops to support States with the development and implementation of national aviation safety plans (NASPs) based on the regional aviation safety plan (RASP) to improve the level of implementation.	Q4 2026 Regions SAF 7.4	Ongoing
2024-03	Slow progress in establishing independent aircraft accident	Secretary General to: 1- Support States, that have not yet done so, in establishing independent	SAF 3 Q4 2027	Ongoing

ID	Challenge	Action	Timeframe Business Plan 2022-2025 Reference	Status Remarks
	investigation authorities and completion of accident investigation reports	aircraft accident investigation authorities. 2- Conduct regional capacity-building workshops to support States. 3- Assist States in building their accident investigation capacity focusing on the prompt conduct of investigation, completion and making available of investigation reports. 4- Encourage States to join the regional accident and incident investigation organizations (RAIOs), Investigation Cooperation Mechanisms (ICMs), or enter into agreement to delegate the whole or any part of the conducting of such investigation to another State or a RAIO, as practicable, for effective collaboration and sharing of resources.	Q4 2027 Q4 2027 Q4 2027	
2024-04	Low level development of national air navigation plan (NANP)	Secretary General to: 1- Ensure that additional guidance material for ASBU implementation and the template for the NANP are made available for A42. 2- Conduct regional capacity-building workshops to support States with the development and implementation of national air aviation plans (NANPs) based on the regional air navigation plans (ANPs) and the Global Air Navigation Plan (GANP).	Regions/CAP 7.4 Q3 2025 Q4 2027	

ID	Challenge	Action	Timeframe Business Plan 2022-2025 Reference	Status Remarks
2025-01	Ineffective safety reporting due to a lack of sharing inadequate information sharing, accurate and complete weaknesses in data collection and analysis.	Support States in building a strong and positive safety culture and implementing the updated SARPs in Chapter 5 of Annex 19, Amendment 2 (applicable 26 November 2026), complemented by the guidance in the new Safety Intelligence Manual (Doc 10159), including provisions related to: the establishment of an effective Safety Data Collection and Processing System (SDCPS); means for the governance of safety data and safety information; safety data and safety information analysis; and safety information sharing and exchange.	Q4 2028	The action taken to address this challenge will support addressing Global Challenge 2019-17 on SSP implementation.