



**COMPREHENSIVE REGIONAL IMPLEMENTATION PLAN FOR  
AVIATION SAFETY IN AFRICA (AFI PLAN)**

**Tenth Meeting of the Steering Committee**

**Montréal, 25-26 October 2012**

**REPORT**

This report has been approved by the Chairperson of the Steering Committee, Dr. O. Bernard Aliu,  
Representative of Nigeria on the ICAO Council.

Meshesha Belayneh  
ICAO ESAF Regional Director &  
Secretary of AFI Plan Steering  
Committee

## 1. INTRODUCTION

1.1 The 10<sup>th</sup> meeting of the Comprehensive Regional Implementation Plan for Aviation Safety in Africa (AFI Plan) Steering Committee was held on 25 and 26 October 2012 at ICAO Headquarters in Montréal, Canada. The meeting was attended by 35 participants including observers from the ICAO Council and the Air Navigation Commission. The list of participants who attended the meeting is presented at Appendix A.

1.2 The Chairperson of the Steering Committee, Dr. O. Bernard Aliu, Representative of Nigeria on the ICAO Council, opened the meeting by welcoming the Secretary General of ICAO, Mr. Raymond Benjamin, and all participants. The Chairperson invited the Secretary General to address the meeting.

1.3 During his opening remarks, the Secretary General mentioned the key activities and achievements since the last meeting held in April/May 2012, reaffirming ICAO's commitment to the effective implementation of the *Comprehensive Regional Implementation Plan for Aviation Safety in Africa* (AFI Plan) and the strong collaboration with States, regional organizations and industry partners.

1.4 The meeting was informed that the ICAO Council reviewed the outcomes of the 9<sup>th</sup> meeting, endorsing the recommendations and conclusions, which are being implemented or are already implemented.

1.5 It was recalled that ICAO developed, presented and initiated implementation of the ICAO Plans of Action tailored to States in order to address Significant Safety Concerns (SSCs) and/or safety deficiencies identified by the Universal Safety Oversight Audit Programme (USOAP). From the twenty-two ICAO Plans of Action presented to African States, twenty-one have been officially accepted by the States and the activities included therein are being implemented. It was further mentioned that three plans are still under development.

1.6 The Secretary General stated that the progress made by a joint effort between the African Civil Aviation Commission (AFCAC) and ICAO, through the AFI Cooperative Inspectorate Scheme (AFI-CIS) which is designed to provide assistance to some African States, especially to those with SSCs, is encouraging. It was reported that since the 9<sup>th</sup> AFI Plan Steering Committee meeting, Gabon, Guinea, Malawi, and Zambia have received AFI-CIS missions and follow-up missions are scheduled in Malawi and Zambia. In addition, it was mentioned that Congo, the Democratic Republic of Congo (DRC) and Guinea-Bissau have indicated their willingness to receive a mission before the end of 2012.

1.7 With regards to the harmonization of aviation training in the Region, the AFI Plan Steering Committee was informed that the Association of African Aviation Training Organizations (AATO) held its second meeting in Khartoum, Sudan where the work programme, the draft AATO Constitution and organizational structure were reviewed and consolidated. It was also confirmed that the third meeting of the AATO Interim Council will be convened in November 2012 to review and consolidate all remaining tasks, including a Draft AATO Business Plan.

1.8 It was stated that the AFI Plan continues to work with States and regional organizations to promote regional cooperation initiatives, including the establishment and strengthening of Regional Safety Oversight Organizations (RSOOs) and Regional Accident Investigation Agencies (RAIAs). In this regard, the Secretary General informed that the Seven Partner States (*Djibouti, Egypt, Eritrea, Ethiopia, Libya, Somalia and Sudan*) agreed to establish a High-level Review Task Force (HLRTF) to develop the

necessary frameworks for the establishment of an RSOO and a RAI A for the Seven Partner States. It was also noted that ICAO will continue to monitor the progress achieved in the establishment of RSOOs for the States of the Central African Economic and Monetary Community (CEMAC), the Southern African Development Community (SADC) and the West African Economic and Monetary Union (UEMOA). Furthermore, the Secretary General noted the completion of the study conducted by ICAO to review the legal, organizational and financial frameworks of the East African Civil Aviation Security and Safety Oversight Agency (CASSOA), which was presented to its Board with proposals and recommendations to assist the Agency in improving the delivery of safety oversight services to its members.

1.9 With regard to training, a survey pursuant to the Steering Committee's instruction was conducted with States, aviation service providers and regional organizations to determine the effectiveness of training activities carried out since 2008. The positive results of the survey underscored a need for continued training through GSI courses in the areas of Aircraft Operations, Airworthiness and Personnel Licensing, as well as courses for aerodrome inspectors, State safety programme (SSP), safety management systems (SMS) and European Coordination Centre for Accident and Incident Reporting Systems (ECCAIRS).

1.10 It was also mentioned that the approved AFI Plan work programme for 2012 had progressed satisfactorily and that a work programme for 2013 was developed to continue assisting African States, especially those States with SSCs and/or low Effective Implementation of safety-related SARPs.

1.11 Finally, the Secretary General sent a positive note on the fact that the Declaration and aviation safety targets adopted by the Ministerial Conference on Aviation Safety in Africa held from 16 to 20 July 2012 in Abuja, Nigeria, would be presented to the next Assembly of Heads of State and Governments of the African Union for their consideration.

1.12 The Chairperson thanked the Secretary General for his opening remarks, and requested all participants to introduce themselves.

## 2. APPROVAL OF THE AGENDA

2.1 The meeting reviewed and approved the Agenda presented by the AFI Plan Secretary with certain amendments to the order of business for discussing Agenda Items and to the list of Discussion Papers to include those to be presented by:

- AFCAC on the implementation of the AFI-CIS programme under Agenda Item 2;
- Morocco on training of safety inspectors under Agenda Item 4; and
- AFCAC on the Abuja Ministerial Declaration and Safety Targets under Agenda Item 3.

2.2 The meeting further agreed to consider the budget of the AFI Plan under Agenda Item 4.

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**Agenda Item 1: Progress Report on the implementation of the AFI Plan since the 9<sup>th</sup> meeting of the Steering Committee**

1.1 Under Agenda Item 1, the Steering Committee reviewed the implementation of decisions taken during its 9<sup>th</sup> meeting held in April/May 2012 and was invited to provide further instructions for the continued implementation of recommendations and conclusions previously agreed on. It was noted that the Chairperson of the Steering Committee delivered an Oral report to the ICAO Council (C-Dec 196/4) on the outcomes of the 9<sup>th</sup> AFI Plan Steering Committee meeting, which was endorsed. While reviewing Discussion Paper 1, the Steering Committee provided further instructions for the continued implementation of the decisions taken during its 9<sup>th</sup> meeting.

*Enabling States to establish and maintain an effective and sustainable safety oversight system*

1.2 In relation to the establishment of RSOOs and RAIAs, the Steering Committee noted that a State letter was issued by the Secretary General on 15 August 2012, encouraging African States to be members of only one RSOO along with general guidelines on RSOO membership. The ICAO Regional Directors reported that no response to the letter has been received from States. Following some suggestions from the committee members to further encourage States to be members of only one RSOO in view of the fact that the membership to multiple regional organizations might be a political decision to be taken at the level of Heads of State as it impacts different areas, including aviation, the Steering Committee agreed that the African Group, supported by the ICAO Secretariat, would identify States requesting to be members of more than one RSOO and develop a strategy to raise awareness at the Summit of Heads of State, in order to sensitize States on the policy that ICAO had developed on this matter.

1.3 With respect to the Banjul Accord Group Accident Investigation Agency (BAGAIA), the meeting noted that the ICAO Technical Co-operation Bureau (TCB) in collaboration with BAG member States completed the selection process and appointment of a Commissioner for the Agency, who is a former Chief of the ICAO Accident Investigation (AIG) Section.

1.4 The meeting was informed about the liaison facilitated by the AFI Plan Secretary between the BAG States and other States in the region, with regard to the initiative to deliver the Work Tracking System (WTS) training sessions and to facilitate the use of the system by other States across the region. It was noted that although the WTS was made available by the U.S. Federal Aviation Administration (FAA) to RSOOs, it would require further work to make it an internet-based system available to AFI States. In order to implement this project, the BAGASOO prepared a funding application that had been submitted to the Safety Fund (SAFE) Project Review Committee. The ICAO Secretariat further informed the meeting that SAFE did not have enough funds to support this project, whose estimated cost is 0.5 million dollars. It was also mentioned that a Safety Partnership meeting is planned on 20 November 2012 to share information regarding technical cooperation and assistance activities initiated by all stakeholder, as well as to encourage voluntary contributions to fund ICAO prioritized projects. The meeting agreed that the development and long-term implementation of a tracking system for safety oversight activities in African States was a priority. The representative of the United States Department of Transportation (US DOT) also indicated that the US DOT would look into possible funding to support this project.

1.5 The Steering Committee noted the limited progress being made by member States of the Co-operative Development of Operational Safety and Continuing Airworthiness Programme for the *Communauté Économique et Monétaire de l'Afrique Centrale* (COSCAP-CEMAC) in the approval of the frameworks for the operationalization of a Regional Agency for Safety Oversight in Central Africa

(ARSA) and the creation of a RAIA. The meeting noted the response received from the CEMAC Commission regarding the agreement of the Heads of State to extend an invitation to those central African States that are not CEMAC Members to join the ARSA. It was further noted that a meeting involving CEMAC planned during the High-level Conference on Aviation Security (HLCAS) was not held due to the absence of the former.

1.5.1 The committee member representing the European Aviation Safety Agency (EASA) informed the meeting that the European Union (EU) was planning to assist in the establishment of an RSOO in the CEMAC region, by way of providing 1.5 million euros to a project that would be implemented by EASA. In addition, it was mentioned that the EU has allocated 700,000 euros to conduct a study on airport safety in the *Economic Community of Central African States* (ECCAS) region. In response to a question raised on the possibility to expand this project to the member States of *Autorités Africaines et Malgaches de l'Aviation Civile* (AAMAC), EASA indicated that that would be difficult, as the project has been identified to support the 10 ECCAS member States, based on a 9 million euros budget allocated to provide assistance for the development of air transport in Sub-Saharan Africa, which includes 2.7 million euros allocated to safety. Furthermore, it was mentioned that this project would be developed and implemented in coordination with the ICAO Regional Offices to avoid duplication of efforts and wastage of resources.

1.5.2 In this regard, the representative of the African Development Bank (ADB) also mentioned that a project to finance the COSCAPs in West and Central Africa in coordination with the regional economic communities (RECs) was also being implemented. The ADB Representative reported that a request for funding to establish a regional training institution focused on air transport had been received. The Representative also mentioned the development of a feasibility study to establish training centres to support relevant African regions and that the possibility of expanding the portfolio of the ADB to support the implementation of the ICAO Plans of Action was also under consideration. He recommended that close coordination would be needed to align the efforts in the African region in order to optimize results. The meeting noted these projects and recommended close coordination with relevant stakeholders.

1.5.3 The Steering Committee appreciated the contributions made to support the enhancement of safety in the CEMAC region and called for close coordination to avoid duplication of efforts. It was further recalled that ICAO and the ADB agreed to sign a Memorandum of Understanding (MoU) stipulating that the mobilization of funds for the enhancement of safety within the AFI Region should be conducted through a close coordination between the two parties taking into account a second MoU signed between CEMAC and the AFI Plan, aimed to better coordinate activities in the region with a view to avoiding duplicated actions.

1.5.4 The Steering Committee agreed to convene a meeting with ADB, AFCAC, the African Union (AU), CEMAC, EU and ICAO to define the status of the project referred to in paragraph 1.5.1 and develop timelines that punctuate the transformation process of COSCAP-CEMAC into an RSOO. It was also noted that this meeting would serve to coordinate ADB's assistance efforts in the region, as referred in paragraph 1.5.2. The Representative of the African Group on the ICAO Council expressed his strong support for close collaboration and coordination among stakeholders on the implementation of safety projects conducted in Africa and suggested that the date for the joint meeting to address the issue be set. He also stressed that African Heads of State should also be sensitized to support the implementation of the projects. The meeting further recommended convening the joint meeting during the second week of the 12th Air Navigation Conference to coordinate the transformation process of COSCAP-CEMAC into an RSOO. Further information on this meeting was also addressed by the meeting under Agenda Item 2 (paragraph 4.4 refers).

1.6 In relation to the creation of the RSOO and RAIAs for UEMOA and Mauritania that had not proceeded further due to formal reservations from Senegal, the meeting was informed about the progress made in clarifying certain misunderstandings with Senegal on the adoption of the Act for the creation of the Agence Communautaire de Supervision de la Sécurité et de la Sûreté de l'Aviation Civile des États membres de l'UEMOA (ACSAC). It was also mentioned that in July 2012, the TCB with support of the WACAF regional office, conducted an evaluation of the COSCAP-UEMOA project for the evolution of this organization into an RSOO. It was recommended that the UEMOA Commission convene an extra-ordinary meeting of the COSCAP Steering Committee to be followed by a joint UEMOA/CEMAC/AAMAC meeting to address the issue of duplication and the need for complementarity.

1.6.1 Under this item, the Representative of the African Group emphasized the benefits from having AAMAC as a member of the AFI Plan Steering Committee, adding that AAMAC and UEMOA had signed an MoU to coordinate safety oversight activities in the region.

1.7 With regards to the SADC States, the meeting acknowledged the support provided by ICAO to the COSCAP-SADC Institutional Working Group (IWG), which had its 7<sup>th</sup> and 8<sup>th</sup> meetings (IWG/7 and IWG/8) in Gaborone, Botswana, from 13 to 17 August and from 3 to 7 September 2012 respectively. The Steering Committee was informed that the IWG reviewed and consolidated amendments related to a draft SADC Aviation Safety Organization (SASO) Manual, Volumes 1 and 2, as part of the process for the operationalization of the SASO. In addition, the meeting also recognized that the draft SASO Charter had not been endorsed by the meeting of the Council of Ministers convened in August 2012, in Maputo, Mozambique and that the SADC Secretariat recommended that the draft SASO Charter be submitted to Attorneys General of SADC States for further review. The Steering Committee envisaged that the current process to establish the SASO might not be finalized before August 2013.

1.8 While recognizing the status and urgency for the establishment of the RSOOs and RAIAs for CEMAC, UEMOA and SADC regions as well as the role and involvement of ICAO on this initiative, the Steering Committee recommended that the resources allocated for these activities be redirected to the implementation of the ICAO Plans of Action until member States from each region agree on a way forward to establish an RSOO and RAIAs.

1.9 The Steering Committee further recommended harmonizing the transformation processes of COSCAPs into RSOOs in the region, including the documentation developed to support the transition of COSCAP-CEMAC and COSCAP-UEMOA into RSOOs which is envisaged to facilitate the harmonization of AAMAC processes as soon as this Agency becomes operational.

1.10 With regard to the East African Community (EAC) Partner States, the meeting noted the progress achieved on this project. It was mentioned that the AFI Plan provided support to EAC Member States and their Civil Aviation Safety and Security Oversight Agency (CASSOA) for the implementation of the regional priorities, as outlined in the Letter of Understanding (LoU) between ICAO and EAC. It was also mentioned that, as part of the implementation of the LoU and at CASSOA's request, a review of the organizational, legal and financial frameworks of the Agency was conducted from 10 to 27 April 2012 by an ICAO expert and the report was presented to its Board on 20 September 2012.

*Assist States to resolve identified deficiencies within a reasonable time*

1.11 The meeting was briefed on the framework for harmonization of aviation training in Africa and its implementation. With regard to on-going activities related to the creation and operationalization of the AATO, the meeting noted the support provided by the ICAO ESAF Regional

Office to the 2nd meeting of the Interim Council held in Khartoum, Sudan, from 17 to 18 July 2012 during which the work programme, the draft AATO Constitution and organizational structure were reviewed and consolidated. It was also mentioned that the 3rd meeting of the AATO Interim Council will be convened from 26 to 30 November 2012 to review and consolidate all remaining tasks, including the draft AATO Business Plan. Documentation would be circulated to AATO members for review and adoption by the Constitutive Assembly meeting planned for the first quarter of 2013. The meeting noted the continuation of this project and the progress achieved.

1.12 In relation to the mobilization and coordination of the support required to implement the ICAO Plans of Action, the Steering Committee noted that on 24 August 2012 the Secretary General sent a State letter encouraging donors to make pledges to the SAFE to fund relevant safety projects, including those supporting the implementation of the ICAO Plans of Action. In addition, the meeting noted that Safety Collaborative Assistance Network (SCAN) members were informed via email where to find projects to be funded on the SCAN website.

1.13 The meeting noted that ICAO Plans of Action were presented to twelve States in ESAF and ten in WACAF. The twelve ESAF States and nine WACAF States had accepted the proposed Plans and implementation of actions identified under the short-term period had already been initiated. Further information on the ICAO Plans of Action for States was also addressed by the meeting under Agenda Item 2.

1.14 The Steering Committee was informed about the requests made to donor States, including the MAGREB States, to support the development of Government Safety Inspectors (GSI) training in the French language. It was also mentioned that ICAO had identified similar GSI training material available and conducted by ASECNA training centers with the support of the *École Nationale de l'Aviation Civile* in France (ENAC) and that GSI courses updated by FAA will be translated internally in ICAO. As stated in the Discussion Paper presented by Morocco, its inspector training course is being adapted and would be made available through ICAO in early 2013.

1.14.1 The member representing France mentioned that work has to be done to adapt the courses developed in France to be delivered to African States and that the Steering Committee may receive an official answer on this matter within 3 to 4 months. The ICAO Secretariat also mentioned that updated GSI course material in the technical area of Aircraft Operations is already available and will be translated into French by early 2013. Additionally, two course materials on Personnel Licensing and Airworthiness will be updated in 2013, and also translated into French. The meeting noted the progress achieved on this initiative and that the first GSI course in French is scheduled to take place in November 2012 with the objective to identify new potential instructors for the courses.

1.15 The Steering Committee noted that a second State letter dated 24 August 2012 was sent to Djibouti re-engaging the State in the prompt and effective implementation of the ICAO Plan of Action. This is because after acceptance of the Plan by the State, no further action has been identified towards its effective implementation.

1.16 With regard to the AFI-CIS programme, the Steering Committee noted that the majority of missions conducted have been fully funded by AFCAC, despite the recommendation made during the 9<sup>th</sup> meeting encouraging States receiving assistance under the programme to contribute towards the cost of the missions. The meeting recommended that the Regional Office in Dakar continues to coordinate with AFCAC in the implementation of the programme. Further information on the implementation of the AFI-CIS programme is addressed under Agenda Item 2.

1.17 The meeting noted that Safety Oversight Organization workshops and seminars initially scheduled for 2012 would be included in the work programme of 2013 due to the unforeseen workload.

1.18 With respect to the dangerous goods training courses, the meeting was informed that a course was successfully held in June 2012 in Banjul, Gambia.

1.19 The Steering Committee was informed about the results of a survey on the impact of training activities. Further information on the survey report is addressed under Agenda Item 3. The meeting noted that further coordination would be undertaken between ICAO and Regional Offices to deliver familiarization courses on ECCAIRS and on Safety Management responsibilities upon States' request and on a cost recovery basis, except when requested as part of the Plans of Action to assist States (ROST missions) and to support RSOOs in the development of their respective Regional Safety Plans.

1.19.1 The meeting recommended that ICAO provide the AFCAC staff with ECCAIRS training. It was mentioned that the course is comprised of two parts: a technical installation of the system and entering of data which is delivered by a General Service (GS) staff in the regional office; and the application part for analysis and utilization of information contained in the reporting system which is conducted by a Professional Officer. It was noted that difficulties arose in conducting the course by the GS staff who did not have instructional skills as opposed to Professionals. In this respect, the ICAO Secretariat agreed to consider a possible solution.

### ***Recommendations and conclusions***

1.20 The Steering Committee agreed that the African Group, supported by the ICAO Secretariat, would identify States that are members or requesting to be members of more than one RSOO and develop a strategy to raise awareness and to sensitize the identified States to the policy that ICAO developed on this matter.

1.21 The meeting concluded that the development and long-term implementation of a work tracking system for safety oversight activities in African States was a priority and noted that the US DOT would look into possible funding to support the further development of the project into an internet-based system.

1.22 The Steering Committee agreed that the EU assistance projects to be implemented through EASA in the establishment of an RSOO in the CEMAC as well as assistance to be delivered in Africa would be developed and implemented in coordination with the ICAO Regional Offices, in order to avoid duplication of efforts and wastage of resources.

1.23 It was recommended that projects to be financed through the ADB would be closely coordinated with relevant stakeholders and ICAO.

1.24 The Steering Committee recommended to redirect the resources allocated for the establishment of the regional organizations for CEMAC, UEMOA and SADC regions to the implementation of the ICAO Plans of Action until member States from each region agree on a way forward to establish an RSOO and RAIA.

1.25 The Steering Committee further recommended harmonizing the transformation processes of COSCAPs into RSOOs in the region, including the documentation developed to support the transition of COSCAP-CEMAC and COSCAP-UEMOA into RSOOs.

1.26 The meeting recommended that the Regional Office in Dakar continue to coordinate with AFCAC on the AFI-CIS programme.

1.27 The meeting recommended ICAO to train the AFCAC staff to deliver ECCAIRS training courses in Africa.

## **Agenda Item 2: ICAO Plans of Action for States under review of the MARB**

2.1 Under Agenda Item 2, the Steering Committee reviewed the background information contained in the decisions of its 9<sup>th</sup> meeting related to the ICAO Plans of Action, the follow-up actions taken by the ICAO Secretariat and the decisions that needed to be taken during the 10<sup>th</sup> meeting. During the review, the Steering Committee was briefed on the status of development, acceptance and implementation of the ICAO Plans of Action in the AFI Region, including missions the Regional Office Safety Teams (ROSTs) conducted, AFI-CIS missions deployed and the ICAO Coordinated Validation Missions (ICVMs) executed and/or scheduled.

2.2 After reviewing the status of the ICAO Plans of Action as presented in Discussion Paper 2, the meeting noted with satisfaction the progress achieved and encouraged States as well as ICAO to continue supporting States in addressing their safety deficiencies.

2.3 The Secretary also showed, from recent USOAP activities, examples of the progress achieved in the improvement of Effective Implementation (EI) of safety oversight by technical areas, which were supported by the efforts made through the implementation of the AFI Plan. It was however recognized that efforts should also be directed to improving the areas of Air Navigation Services and Aerodromes, in addition to Aircraft Operations, Airworthiness and Personnel Licensing, as well as integration of the safety targets adopted during the Ministerial Conference held in Abuja, Nigeria in 2012 into the ICAO Plans of Action.

2.4 The meeting also reviewed a working paper presented by AFCAC on the status and progress of the AFI-CIS programme that had been developed, with technical support from ICAO, to assist States in addressing safety deficiencies and for the enhancement of aviation safety in Africa. The meeting noted with satisfaction the progress made in supporting the AFI-CIS programme and that as of October 2012, thirty-two States and one RSOO (BAGASOO) had signed the AFI-CIS MoU. In addition, initial missions and follow-ups had been conducted in Zambia, Malawi and Guinea. The Steering Committee noted the progress made in this initiative and agreed that the AFI-CIS should be closely coordinated with RSOOs and COSCAPs to promote exchanges on work carried out with the aim of facilitating follow-up activities.

2.4.1 The meeting was also informed that the initial Plan of Activities for 2012 was primarily developed on the basis of prioritization of States with SSCs that resulted in missions and follow-ups to 7 States. In response to some difficulties encountered due to unavailability of French speaking inspectors, specifically in the technical area of Aircraft Operations, the Steering Committee recommended to train additional inspectors in the region through the GSI training course in the French language that is under development. The meeting further recommended that at least two AFI-CIS training courses be conducted in 2013 to ensure adequate numbers of trained inspectors under the programme.

2.4.2 The meeting also noted that during the activities conducted in 2012, AFCAC encountered a difficulty in properly monitoring the missions due to a lack of feedback from recipient States. With respect

to the scheduling of missions, the meeting noted that some States had delayed the confirmation of planned mission dates, making it very difficult to coordinate the release of AFI-CIS inspectors from member States.

2.4.3 In response to the difficulties experienced by AFCAC in relation to the coordination of schedules for ICVMs and the AFI-CIS missions, the meeting recommended that ICAO continue to provide AFCAC with technical assistance for the preparation of AFI-CIS Missions for 2013, in terms of sharing information on the ICAO ICVM schedules and other audits to be conducted within the AFI region.

2.4.4 Recognizing that a majority of the funding for the AFI-CIS missions has been provided by AFCAC and that only the DRC requested the missions on a cost recovery basis, the Steering Committee recalled that States should endeavor to contribute towards the cost of the missions. The meeting also recommended that States establish a working group to monitor the implementation of AFI-CIS recommendations and to provide the timely feedback on the mission conducted.

2.5 In relation to Attachment A of Discussion Paper 2, the meeting agreed that a column would be added to provide information on TCB technical cooperation and assistance activities and for the purpose of increasing clarity, additional information would be added with respect to ICAO Plans of Action and SSCs.

2.6 The Steering Committee strongly endorsed the AFI Plan activities to support the ICAO Plans of Action to address SSCs and serious safety deficiencies, especially in the technical areas of Personnel Licensing, Aircraft Operations and Airworthiness which were the original focus of the AFI Plan. It was further recognized that attention should be given to the other technical areas, including Air Navigation Services, Accident and Incident Investigation and Aerodromes, but that a decision to expand the scope of the AFI Plan to cover those areas would need to be made by the Steering Committee.

2.7 The ICAO Secretariat informed the meeting, with satisfaction, that the activities of the AFI Plan in conjunction with ICAO Plans of Action have been instrumental in the resolution of SSCs. The meeting was also informed that on 1 October 2012, ICAO sent a letter to the EC encouraging them to recognize States' improvements in their safety oversight systems, including the resolution of SSCs and overall attainment of a higher level of effective implementation of safety-related SARPs when assessing States' safety oversight capabilities, particularly of those States whose certified air operators are included in the European Safety List.

2.8 The meeting noted that certain member States of ASECNA had a low level of EI in the technical area of Air Navigation Services; it therefore supported the transition of AAMAC into an established regulatory body to provide adequate oversight activities in this area on behalf of the member States of this organization.

2.9 In the particular case of Djibouti, the RD/ESAF mentioned the slow progress made by the State in addressing its safety deficiencies and that the Regional Office has encountered difficulties communicating effectively with the State. The Steering Committee was informed about a mission to be conducted in November 2012 to propose a revision of the ICAO Plan of Action for the State to accept, and recommence the activities proposed therein. The meeting recommended that AFCAC in coordination with ICAO engage the State in resolving its safety deficiencies.

***Recommendations and conclusions***

2.10 The Steering Committee noted the progress made in the AFI-CIS programme and recommended that, for the continuation of the programme, AFCAC should plan for the annual allocation of funding. AFCAC further confirmed that this action had already been taken for the upcoming year. States should also be encouraged to contribute towards the cost of the missions.

2.11 The meeting agreed that the AFI-CIS programme should be closely coordinated with ICAO, RSOOs and COSCAPs to promote exchanges on work carried out with the aim of facilitating the activities and to align the ICVM schedules and other audits planned in the AFI region, in order for States to prepare for monitoring activities and to follow up with necessary corrective action to address their safety deficiencies, especially SSCs.

2.12 The Steering Committee recommended that the development of the GSI training courses in the French language be accelerated to foster availability of additional French-speaking inspectors in the region and that at least two AFI-CIS training courses be conducted in 2013.

2.13 The meeting recommended that ICAO continue to provide technical assistance for the preparation of the programme of AFI-CIS Missions for 2013.

2.14 The Steering Committee urged that States endeavor to contribute towards the cost of the missions and recommended that States establish a working group to monitor the implementation of AFI-CIS recommendations and to provide timely feedback on the missions conducted.

2.15 The meeting noted with satisfaction that the ICAO Plans of Action have contributed to the prompt resolution of SSCs and the continuous implementation of corrective action plans, and it further recommended that the Regional Offices take proactive actions to incorporate the aviation safety targets adopted during the Ministerial Conference held in Abuja, Nigeria into the ICAO Plans of Action.

2.16 The meeting recommended that AFCAC in coordination with ICAO engage Djibouti to establish a close and effective communication with ICAO in order to address its safety deficiencies.

**Agenda Item 3: Abuja Ministerial Decisions on Safety Targets**

3.1 Under this agenda item the Secretary of the AFI Plan presented a Discussion Paper containing information related to the decisions taken during the Abuja Ministerial Conference on aviation safety. The Ministerial Conference agreed to ensure safe air transport in Africa, including thorough and documented air operator certification processes and an effective safety oversight of all African air operators; promote the implementation of ICAO Plans of Action and the prompt resolution of SSCs; create or strengthen RSOOs and RAIAs and urge States to refrain from duplication of services in joining more than one RSOO; provide resources and support the implementation of ICAO Plans of Action; expedite the implementation of the conclusions and recommendations of the Special African-Indian Ocean Regional Air Navigation (AFI RAN) Meeting held in Durban, South Africa in November 2008; and ensure the implementation of the recommendations of the AFI Planning and Implementation Regional Group (APIRG) and the Regional Aviation Safety Group in Africa (RASG-AFI) Meetings. All these activities are related to the AFI Plan activities. In addition, the Ministerial Conference adopted a set of high-level aviation safety targets to be submitted to the next AU Assembly of Heads of State as presented in Discussion Paper 4, Attachment B.

3.2 The Steering Committee noted with appreciation the personal contributions of the President of the Council as well as the active involvement of the ICAO Secretariat in the development of the Declaration and establishment of the targets.

3.3 The meeting recognized that although there has been progress in the implementation of the ICAO Plans of Action and the resolution of SCCs, certain States would require additional support to resolve existing SSCs by 2013, while some others may be encouraged to adhere to the decisions of the Ministers, the Declaration and their written commitments when accepting the ICAO Plans of Action. In addition, some timelines for the implementation of the targets extend beyond 2015 which may require the re-alignment of the AFI Plan, if assistance is still sought by States.

3.4 AFCAC presented a Discussion Paper on the outcome of the Ministerial Conference on Aviation Safety in Africa, including the common frame of reference on aviation safety initiatives and aviation safety targets for implementation within the AFI region. The targets have been formulated taking into account current and emerging aviation safety issues developed over the last 6 years and are considered realistic, achievable and measurable.

3.4.1 The Chairman recalled that the political will and support was demonstrated at the Ministerial Conference on Aviation Safety to implement the aviation safety targets in the AFI region, which brought together in a cohesive manner all initiatives agreed to in previous African meetings. He mentioned that the adopted targets require close coordination between the States and the industry by pursuing the implementation of key safety programmes such as ACI's Airport Excellence (APEX) in Safety and the IATA Operational Safety Audit (IOSA) as well as strong support from donors, including the U.S. Safe Skies for Africa Programme (SSAP). It was also recognized that the timelines adopted extended up-to 2017 and that certain targets relate to the implementation of SARPs in not only Annexes 1 — *Personnel Licensing*, 6 — *Aircraft Operations*, and 8 — *Airworthiness of Aircraft*, but also Annex 14 — *Aerodromes* which is beyond the current mandate of the AFI Plan. Therefore, States would be expected to request for support through the AFI Plan, to meet the safety targets.

3.4.2 The committee member representing Ghana indicated that ROST missions may serve to identify the effectiveness of the AFI Plan and to assess the good will on States implementing the targets adopted by Ministerial Conference. The member representing Uganda noted that although the existing AFI Plan covers exportable activities to other States, there is a need to realign the AFI Plan programme in the future, taking into consideration other areas of concern such as aerodromes and air navigation services. The member representing the U.S. DOT mentioned that the regional deficiencies in air navigation services and aerodromes were recognized and while the SSAP contemplates assistance in those areas, the focus would be on the implementation of the eight critical elements of safety oversight. The Regional Directors ESAF and WACAF mentioned that States are working proactively and asking for more cooperation with ICAO and external stakeholders to enhance safety, as it has been recognized that safety has an economic impact on the development of African States.

3.4.3 The Chairperson recalled a positive feedback from the ICAO brochure outlining responsibilities of Member States (Ministers and CAA DGs) during the Ministerial Conference. With respect to specific targets, it was mentioned that the improvement of the African accident rate would be further achieved by putting emphasis on the key operational safety issues (e.g. Controlled Flight into Terrain (CFIT), runway related accidents and serious incidents and Loss of Control in Flight (LOC-I)) and these are expected to be implemented in collaboration with the RASG-AFI).

3.4.4 The member representing ASECNA suggested the development of a mechanism led by AFCAC in collaboration with States, in order to follow-up on the implementation of the aviation safety

targets adopted during the Ministerial Conference held in Abuja, Nigeria. It was recalled the AFCAC was identified as the monitoring body with regards to the implementation of the targets through information received from African States and ICAO.

### ***Recommendations and conclusions***

3.5 The Steering Committee agreed to consider the realignment of the AFI Plan with the aviation safety targets and timelines adopted during the Ministerial Conference, as well as expanding the scope of the Plan to include other technical areas such as Aerodromes and Air Navigation Services.

3.6 The meeting recommended that a joint review mechanism be established by AFCAC and ICAO to monitor the implementation of the safety targets and adherence to the applicable timelines, which range from 2013 to 2017, and report the outcomes to the Steering Committee.

3.7 The meeting urged African States, ICAO, AFCAC, African Airlines Association (AFRAA), IATA, RECs and other stakeholders to vigorously pursue the implementation of the adopted Safety Targets in conformity with the set timelines and identified strategies.

### **Agenda Item 4: Programme of activities under the AFI Plan (2012-2013)**

4.1 Under Agenda Item 4, the Steering Committee reviewed background information contained in the decisions of its 9<sup>th</sup> meeting related to the AFI Plan programme of activities, the follow-up actions taken by the ICAO Secretariat, including coordination with relevant stakeholders in the preparation and implementation of the 2012 activities, the progress made in implementing the work programme 2012 and the decisions to be taken during the 10<sup>th</sup> meeting. In addition, the Steering Committee reviewed and made a recommendation to the budget for the next triennium (2014-2016).

4.2 The Steering Committee reviewed the list of activities approved for 2012 and agreed on the Programme of Activities for 2013, as presented in Attachment B.

4.3 The Representative of Morocco presented a Discussion Paper on a proposal for the training programme for safety inspectors. It was mentioned that the CAA of Morocco has a complete training programme for aviation safety inspectors in various technical areas, including Personnel Licensing, Aircraft Operations and Airworthiness. The proposal consists of adapting existing GSI course modules to be aligned with ICAO requirements, in order to deliver comprehensive training for French-speaking States. The members representing France and ASECNA supported the proposal from Morocco and agreed to coordinate efforts taking into consideration the results of the survey conducted on this subject in order to effectively plan and deliver the necessary training courses to inspectors in the French language. The Chairperson recalled the need for compatibility of training and coordination among donors and relevant stakeholders to deliver the courses.

4.3.1 The Director of the Air Navigation Bureau also mentioned that the Secretariat would receive the training material from all assistance providers to facilitate its integration and the delivery of a comprehensive course for government inspectors in the French language which should be in alignment with ICAO requirements.

4.4 The Secretary of the AFI Plan briefed the Steering Committee on a sidebar meeting held early 26 October between ICAO, AFCAC, ADB, U.S. DOT and EASA regarding the partnership on RSOOs and COSCAPs and especially on the transition of COSCAP-CEMAC into an RSOO raised under Agenda Item 1, Section 1.5. The meeting considered this issue to be of utmost importance and reiterated the need of efficient coordination to avoid duplication of efforts and wastage of resources. It was agreed that ICAO Regional Directors would coordinate with relevant States to further encourage them to be members of only one RSOO. If it is required that certain States be members of more than one RSOO, due to different activities carried out by the organizations, this should be closely coordinated among the concerned States, RSOOs and ICAO Regional Offices. The meeting also recognized the importance of harmonizing legal and regulatory frameworks in addition to the pooling of resources for an efficient conduct of activities of these regional organizations. AFCAC and ICAO Regional Directors will identify States that would require guidance. It was also mentioned that further information would be posted on the Safety Collaborative Assistance Network (SCAN) website, including the studies conducted on UEMOA, CASSOA and PASO; as well as the study conducted to identify sustainable sources of funding for the establishment and operations of RSOOs. It was recommended to schedule high-level meetings involving the regional groupings that are transitioning or are expected to transition into an RSOO to clarify their mandate and desired scope of action. Additionally, the Steering Committee agreed not to schedule the joint meeting referred in paragraph 1.5.4, as the sidebar meeting held on 26 October served to coordinate the transformation process of COSCAP-CEMAC into an RSOO and stakeholder's assistance efforts in the region.

4.5 The Representative of the U.S. DOT informed the meeting of the AFI Plan initiatives that the U.S. is expecting to support in 2013. These include the appointment of a specialist from the U.S. National Transportation Safety Board to support the establishment of the RAIA in the EAC region, the development of a training programme directed to encourage secondary school students to choose aviation careers, and the delivery of the necessary GSI courses in the areas of Personnel Licensing, Aircraft Operations, and Airworthiness.

### ***Recommendations and conclusions***

4.6 Considering the key role played by the AFI Plan in the enhancement of aviation safety in Africa, including ROST missions conducted in preparation for ICVMs while supporting States in addressing SSCs and safety deficiencies, the Steering Committee noted that the AFI Plan is expected to continue pursuing its objective of assisting States in achieving maturity level 3 of an effective implementation of a safety oversight system by 2015 as recommend by the AFI RAN meeting and endorsed by the 37th Session of the ICAO Assembly. It was further noted that the safety targets adopted during the Ministerial Conference held in Abuja, interpreted "maturity level 3 of an effective implementation of a safety oversight system" as 60 per cent of the effective implementation score of ICAO's USOAP results and established 2017 as the timeline by which all African States will achieve this objective.

4.7 The Steering Committee further recommended that the AFI Plan should be aligned with the Declaration and safety targets agreed during the Ministerial Conference held in Abuja, Nigeria, which applicable timelines range from 2013 to 2017. Therefore, the meeting recommended that while maintaining the primary focus on the technical areas of Personnel Licensing, Aircraft Operations and Airworthiness, the scope of the AFI Plan and its Programme of Activities for 2013 and beyond should be revised to include the technical areas of Air Navigation Services, Aerodromes and Accident Investigation. The revised Program of Activities for 2013 is presented in Attachment B.

4.8 The Steering Committee requested that the ICAO Secretariat propose a budget to achieve the recommendations referred in paragraphs 4.6 and 4.7 above and that the ICAO Secretary General allocate adequate resources to meet the AFI Plan Programme for the next triennium (2014-2016).

**Agenda Item 5: Any other business**

5.1 Under this agenda item, the D/ANB informed the meeting about a Performance-Based Navigation project to be implemented in Africa. This project includes a Flight Procedures Programme that would be supported by France and hosted by ASECNA. The member representing France indicated his strong support in this initiative and invited all States to participate in the project, in order to ensure the implementation of Performance-Based Navigation in the region.

5.2 Finally, the Steering Committee agreed to tentatively schedule the 11<sup>th</sup> AFI Plan Steering Committee meeting on 14-15 March, back-to back with the Air Transport Conference.

**Agenda Item 6: Review and approval of meeting report**

6.1 The Steering Committee, having completed the agenda and after providing its recommendations and conclusions, delegated authority to the Chairperson to approve the report of the meeting on its behalf.

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**ATTACHMENT A**

**LIST OF PARTICIPANTS**

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<b>World Bank Observer</b>	Miss	Elizabeth Kiguta	N/A	N/A	N/A

**ICAO Secretariat**

Mr.	Raymond Benjamin	Secretary General
Mr.	Daniel Azema	Directeur de Cabinet, Office of the Secretary General
Ms.	Nancy Graham	Director, Air Navigation Bureau
Mr.	Iván Galán	Director, Technical Co-operation Bureau
Mr.	Mohamed Elamiri	Deputy Director ANB, Safety Management and Monitoring
Mr.	Peter I. Noad	Deputy Director Technical Co-operation Bureau
Mr.	Mam Sait Jallow	ICAO Regional Director, Dakar (WACAF)
Mr.	Soo-Ho Jun	Implementation Support and Development Safety Officer
Mr.	Junjian Nie	Technical Officer, Continuous Monitoring and Oversight (CMO) Section

**Also present**

Mr.	Christian Schleifer	President, Air Navigation Commission
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**Secretary of the Meeting**

Mr.	Meshesha Belayneh	ICAO Regional Director, Nairobi (ESAF)
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Assisted by:

Ms.	Jimena Blumenkron	Safety Management and Monitoring, ANB, Technical Officer
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**ATTACHMENT B**  
**PROGRAMME OF ACTIVITIES 2013**

<b>Focus Area 1 – Enabling States to establish and maintain an effective and sustainable safety oversight system</b>		
<b>Activity</b>	<b>Objective</b>	<b>Programme 2013</b>
<b>Development of State (Regional) Safety Programmes and the conduct of SSP training</b>	<ul style="list-style-type: none"> <li>Assist States to develop and implement State Safety Programmes.</li> </ul>	<ul style="list-style-type: none"> <li>On request from States and on-cost recovery basis.</li> </ul>
<b>BAG member States (Cape-Verde, Gambia, Ghana, Guinea, Liberia, Nigeria, Sierra-Leone)</b>	<ul style="list-style-type: none"> <li>Establish an effective and sustainable Regional Safety Oversight Organization and Regional Accident Investigation Agency for the BAG States.</li> </ul>	<ul style="list-style-type: none"> <li>Support to BAGASOO to continue in 2013 to ensure sustainability.</li> <li>Further support required to ensure the actual establishment of BAGAIA.</li> </ul>
<b>CEMAC member States and Sao Tome and Principe (Cameroon, Chad, Central African Republic, Congo, Equatorial Guinea, Gabon, Sao Tome &amp; Principe)</b>	<ul style="list-style-type: none"> <li>Establish an effective and sustainable Regional Safety Oversight Organization and Regional Accident Investigation Agency for the CEMAC States and Sao Tome and Principe.</li> </ul>	<ul style="list-style-type: none"> <li>Follow-up the establishment of the Regional Safety Oversight Organization and Accident Investigation Agency.</li> </ul>
<b>East Africa Community (EAC) Partner States (Burundi, Kenya, Rwanda, Uganda, Tanzania)</b>	<ul style="list-style-type: none"> <li>Strengthen the existing EAC Civil Aviation Safety and Security Oversight Agency (CASSOA).</li> <li>Establish an EAC Regional Accident Investigation Agency (EAC-RAIA).</li> </ul>	<ul style="list-style-type: none"> <li>Upon request, support to realize the effective establishment of EAC-RAIA.</li> <li>Support CASSOA in the implementation of the States Safety Programme in line with the implementation plan adopted in 2011.</li> </ul>
<b>SEVEN Partners States (Djibouti, Egypt, Eritrea, Ethiopia, Libya, Somalia and Sudan)</b>	<ul style="list-style-type: none"> <li>Establish an effective and sustainable Regional Safety Oversight Organization and Regional Accident Investigation Agency for the Seven Partners States.</li> </ul>	<ul style="list-style-type: none"> <li>Follow-up and support the establishment of the Regional Safety Oversight Organization and Accident Investigation Agency.</li> </ul>
<b>SADC member States (Angola, Botswana, DRC, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Namibia, Seychelles, South Africa, Swaziland, Zambia, Zimbabwe)</b>	<ul style="list-style-type: none"> <li>Establish an effective and sustainable Regional Safety Oversight Organization (RSOO) and Regional Accident Investigation Agency for SADC member States (SADC-RAIA).</li> </ul>	<ul style="list-style-type: none"> <li>Follow-up the establishment of the RSOO.</li> </ul>

<b>UEMOA member States and Mauritania (Benin, Burkina Faso, Cote d'Ivoire, Guinea Bissau, Mali, Mauritania, Niger, Senegal, Togo)</b>	<ul style="list-style-type: none"> <li>Establish an effective and sustainable Regional Safety Oversight Organization (RSOO) and an independent Regional Accident Investigation Agency for UEMOA member States and Mauritania (UEMOA-RAIA).</li> </ul>	<ul style="list-style-type: none"> <li>Follow-up the establishment of the Regional Safety Oversight Organization and Accident Investigation Agency.</li> </ul>
<b>Focus Area 2 – Assist States to resolve identified deficiencies within a reasonable time</b>		
<b>Activity</b>	<b>Objective</b>	<b>Programme 2013</b>
<b>Training strategies for aviation safety in Africa (SP AFI RAN Meeting Recommendation 5/8), includes harmonization and standardization of training courses and cooperation among African Aviation Training Institutes</b>	<ul style="list-style-type: none"> <li>Implementation of the framework adopted by the 3<sup>rd</sup> Pan-African Aviation Training Coordination Conference for the harmonization of aviation training in Africa.</li> </ul>	<ul style="list-style-type: none"> <li>Support the AATO interim council and provide secretariat functions until establishment.</li> </ul>
<b>Government Safety Inspectors (GSI) training courses</b>	<ul style="list-style-type: none"> <li>Provide the Airworthiness and Operations GSI courses in English and French.</li> <li>Provide Personnel Licensing GSI courses.</li> <li>Provide Aerodrome Inspectors training courses.</li> </ul>	<ul style="list-style-type: none"> <li>1 GSI Operations Course (English).</li> <li>1 GSI Operations Course (French).</li> <li>1 GSI Airworthiness Course (English).</li> <li>1 GSI Airworthiness Course (French).</li> <li>1 Aerodrome Inspectors Course (English).</li> <li>1 Aerodrome Inspectors Course (French).</li> <li>2 GSI PEL Courses (with the support of U.S. Safe Skies for Africa and subject to availability of FAA academy as the technical implementation partner).</li> <li>1 Bilingual State Safety Oversight Organization Course.</li> </ul>
<b>Seminars, workshops and safety-related training courses other than GSI, SSP and SMS</b>	<p>To develop African capabilities in safety-related areas of the air transport system, including areas such as:</p> <ul style="list-style-type: none"> <li>Accident and incident investigation;</li> <li>Transport of dangerous goods by air;</li> <li>ECCAIRS;</li> </ul>	<ul style="list-style-type: none"> <li>One Accident and incident investigation workshop.</li> <li>One Safe Transport of dangerous goods by air.</li> <li>One Aviation Medicine workshop.</li> <li>ECCAIRS on request from States and on-cost</li> </ul>

	<ul style="list-style-type: none"> <li>Aviation Medicine.</li> </ul>	recovery basis.
<b>Direct support to States on the MARB list to resolve identified deficiencies</b>		
<b>Provide direct support to African States in their effort to resolve identified deficiencies</b>	<ul style="list-style-type: none"> <li>Assist States in implementing their corrective action plans.</li> </ul>	<ul style="list-style-type: none"> <li>Continue implementation through ROST the activities under the short term period of the action plan to resolve SSCs.</li> <li>Support the interventions under AFI-CIS and other partners.</li> <li>Coordinate with the States the building of safety oversight capacities in line with the near term period of the ICAO Plan of Action.</li> <li>Continue to provide assistance through ROSTs and lower the LEIs in line with the High-Level Safety Targets of the Abuja Ministerial Conference.</li> <li>Provide assistance to States to enable them obtain certification of their international airports in line with the High-Level Safety Targets of the Abuja Ministerial Conference.</li> </ul>
<b>Focus Area 3 – Enhance aviation safety culture of African service providers</b>		
<b>Activity</b>	<b>Objective</b>	<b>Programme 2013</b>
<ul style="list-style-type: none"> <li><b>Conduct Safety Management Systems courses (service providers as well as instructors)</b></li> <li><b>Support the development of service providers SMS</b></li> </ul>	<ul style="list-style-type: none"> <li>Enable aviation service providers to develop and implement their respective Safety Management Systems (SMS).</li> </ul>	<ul style="list-style-type: none"> <li>On request from States or as detailed in the ICAO Plan of Action, provide appropriate training and participate in regional safety initiatives as may be required.</li> </ul>