



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

NINETEENTH AFI PLAN STEERING COMMITTEE MEETING

(Gaborone, Botswana, 23 May 2017)

**Agenda Item 1.3: Outcome of the Forum on RSOOs for Global Aviation
Safety (22-24 March 2017)**

(Presented by AFI Plan Secretariat)

EXECUTIVE SUMMARY

This paper presents the outcomes of the International Civil Aviation Organization (ICAO) and European Aviation Safety Agency (EASA) Forum on Regional Safety Oversight Organizations (RSOOs) for Global Aviation Safety held in Ezulweni, Swaziland, 22-24 March 2017.

Action: The Steering Committee is invited to:

- a) Note the information contained in the paper and its attachments;
- b) Support the implementation of the Global Strategy and action plan for the Improvement of RSOO;
- c) Consider the draft Terms of Reference for the development and implementation of a Strategic Plan to support and strengthen RSOOs in the AFI region; and
- d) Provide further guidance for the implementation of the Ezulwini Declaration.

1. INTRODUCTION

1.1 At its 17th meeting, the AFI Plan Steering Committee requested the AFI Plan Secretariat to organize a meeting to find solutions to the challenges of sustainability and effectiveness confronting RSOOs in the region. The Committee subsequently endorsed the joint organization by ICAO and EASA of a Global RSOO Forum and requested, through Decision 01 of its 18th meeting, that the AFI Plan Secretariat prepares a Working Paper for the Global

RSOO Forum in consultation with the ICAO Secretariat, AFI Group, AFCAC, and Partner States, and to provide feedback on the outcome to the SC/19 meeting.

1.2 The Forum on Regional Safety Oversight Organizations (RSOOs) for Global Aviation Safety, co-organized by ICAO and EASA, was held from 22 to 24 March 2017 in Ezulwini, Swaziland. The Forum comprised two days of global discussions followed by one day dedicated to the Africa region at Ministerial level.

1.3 Approximately 200 participants from 48 States and 32 International Organizations attended the event with 13 Ministers attending the Ministerial portion from Congo, Democratic Republic of the Congo, Equatorial Guinea, Ghana, Lesotho, Mauritania, Nigeria, Sao Tome and Principe, South Africa, Swaziland, Togo, Zambia and Zimbabwe.

1.4 The forum approved a global strategy and action plan for the improvement of RSOOs including a cooperation platform and adopted a Ministerial Declaration to support and strengthen RSOOs in the Africa region for sustainable and effective functioning.

2. **DISCUSSION**

2.1 The Forum endorsed a proposal for a new global aviation safety oversight system (GASOS), while making significant progress on key objectives to improve the cooperation and efficiency of Regional Safety Oversight Organizations (RSOOs) – both globally and in ICAO’s Africa-Indian Ocean (AFI) Region.

2.2 The strategy and action plan for the improvement of RSOOs, and the establishment of a global system for the provision of safety oversight represents the outcome of discussions at the Forum on potential solutions to many of the challenges faced by RSOOs, foremost of which is the need to ensure their sustainable funding and adequate empowerment, with respect to the tasks and functions they carry out for their members. The strategy and action plan seek to put in place solutions that will enhance the effectiveness of the existing RSOOs, as well as better align them with the global and regional programmes of ICAO.

2.3 At the same time, the Forum underlined the need for safety oversight to meet the challenges posed by growing air traffic, which is expected to double over the next fifteen years, and changing aircraft ownership, registration and user business models. To this end, the Forum reached agreement on the need to go beyond the current prevailing concept of national and regional-based safety oversight systems to a globally based system that would be composed of a range of safety oversight providers, including the RSOOs. RSOOs will be recognized as an integral part of a global aviation safety oversight system led by ICAO, within the framework of the Global Aviation Safety Plan (GASP), and maintaining the States' obligation and responsibility for safety oversight under the Convention of International Civil Aviation.

2.4 The Forum also took in to consideration the need to strengthen cooperation and information sharing between RSOOs in order to improve their performance. Therefore, it was proposed and endorsed to establish a cooperative platform for this purpose.

2.5 A ministerial event held in conjunction with the Forum also led to the signing of a formal Declaration on how African States will work to refine their collaborative efforts and improve aviation safety oversight continent-wide. The regional Ministerial Declaration endorsed the newly proposed global aviation safety oversight system (GASOS), an action plan to improve the effectiveness and sustainability of RSOOs, and a new cooperative platform for RSOOs to facilitate the agreed evolution in regional collaboration.

2.6 Through the Declaration, the Ministers also agreed to the development of a Strategic Plan for supporting and strengthening RSOOs in the region and requested ICAO through the AFI Plan and in collaboration with AFCAC and partners, to coordinate the funding of the development and implementation of this Strategic Plan.

3. DRAFT TERMS OF REFERENCE (ToRs) ON THE DEVELOPMENT AND IMPLEMENTATION OF A STRATEGIC PLAN FOR SUPPORTING AND STRENGTHENING RSOOs IN THE AFI REGION

3.1 In line with the Ministerial Declaration, draft Terms of Reference were prepared for an appropriate study to develop and implement a strategic plan for supporting and strengthening RSOOs in the AFI region.

3.2 The main objective of the study is to develop and establish a regional framework to ensure effective and sustainable implementation and operation of RSOOs in the AFI Region.

3.3 The ToRs attached as *Attachment A* to this paper address the following three deliverables:

- A preliminary study on the AFI Region RSOOs;
- The Strategic Plan for Supporting and Strengthening RSOOs in the AFI Region and;
- Model service level agreement documents and MOUs for the delegation of tasks and functions to an RSOO by its member /partner States; and

3.4 The ToRs also contain a schedule of activities for completion of the preliminary study, the development and subsequent implementation of the strategic plan for supporting and strengthening RSOOs. It is proposed that the total estimated cost of \$USD 77,500 be provided under the ICAO AFI Plan

4. CONCLUSION

4.1 The Global RSOO Forum and Ministerial meeting represented a major milestone in the evolution of Regional Safety Oversight Organizations for civil aviation safety. The presence of government Ministers helped to ensure that the commitments will be treated

seriously and sustainably, and the shared objectives for collaborative AFI Region safety oversight have been formalized through their official Declaration.

4.2 The report of the Forum on Regional Safety Oversight Organizations (RSOOs) for Global Aviation Safety including the Global Strategy and Action Plan for the Improvement of Regional Safety Oversight Organizations (RSOOs), as well as the Ezulwini Declaration on Regional Safety Oversight Organization in Africa, can be accessed at <http://www2010.icao.int/ESAF/EASA-ICAO-RSOO-2017/Pages/RSOO-Report.aspx>.

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Terms of Reference for the Development and Implementation of a Strategic Plan for Supporting and Strengthening RSOOs in the AFI Region

Project title	Study for the Development and Implementation of a Strategic Plan for Supporting and Strengthening RSOOs in the AFI Region
Beneficiaries	All AFI States and RSOOs
Executing Agency	ICAO in collaboration with AFCAC and Partners
Project Cost	77,500 USD
Duration	5 months

A. Background

Various initiatives have either already given rise, or will give rise, to a number of RSOOs in the AFI Region. These initiatives, supported by ICAO through the AFI Plan, have occurred either under the auspices of RECs or resulted in the transitioning of COSCAPs into RSOOs.

In order that optimum benefit be derived from all these initiatives, it is important that they are carried out within a properly coordinated and integrated regional framework. This is even more the case considering that RSOOs coexist with other players in the Region, such as the national Civil Aviation Authorities, the AFI-CIS, etc. for limited financial and suitably qualified human resources and are incurring the risk of wastage through unnecessary overlap and duplication of functions.

In addition, RSOOs face challenges with respect to being accorded delegation of appropriate functions by States, exercising authority and being accepted and recognised as legitimate players.

B. General objective

To develop and establish a regional framework to ensure effective and sustainable implementation and operation of RSOOs in the AFI Region.

C. Expected outcomes

The envisaged Strategic plan would, at very least, establish a foundation for the following:

- a. An optimum number and configuration of RSOOs in the AFI Region taking into consideration available financial and qualified manpower resources, sub-regional, regional economic communities and other alignments, size of membership and scope of functions provided and technical areas covered.
- b. The financial sustainability of AFI RSOOs.
- c. Effective sharing of scarce human resources through harmonized capacity building in a standardized training system.
- d. The effectiveness of the RSOOs established in the AFI, with respect to the implementation of their respective work programmes and performance of tasks and functions in alignment with Global, Regional and national plans, objectives, priorities and programmes.
- e. Delegation of tasks and functions to RSOOs by their respective member /partner States and by other organizations and, on behalf of member/partner States, participation in ICAO programmes and projects.
- f. Coordinated implementation of work and training programmes and projects undertaken in the AFI Region, in the area of aviation safety and safety oversight by RSOOs, other regional organizations and programmes, international organizations and ICAO.

- g. Harmonized development of material and documents that support compliance with ICAO SARPs and effective implementation of oversight systems.

D. Major Deliverables

1. Preliminary study on RSOOs in the AFI Region, to include:
 - a. A SWOT analysis of the AFI Region, to include a review of the status of safety oversight and effective implementation of the eight critical elements in the AFI States.
 - b. Review/survey of operationalization of existing RSOOs in the AFI Region.
 - c. Review of mechanisms/options for the sustainable funding of RSOOs, to include the possible establishment of common funding scheme, service user levies, passenger tariffs, etc.
 - d. Overview of options for the appropriate staffing of RSOOs with technical staff and inspectors, including the development of schemes for the sharing of inspectors between RSOOs and other entities, such as the national authorities and the AFI-CIS, within the region and between the RSOOs themselves.
 - e. Analysis of current setup mechanisms aimed at streamlining the number and size of RSOOs in the AFI Region relative to the availability and distribution of resources, including a review of already existing RSOOs.
 - f. Review of issues related to the autonomy/independence of RSOOs within the AFI Region, the delegation of functions and duties to the RSOO by its member/partner States and, on behalf of member States, participation in ICAO programmes and projects.
2. A Strategic Plan for Supporting and Strengthening RSOOs in the AFI Region.
3. Model service level agreement documents and MOUs for the delegation of tasks and functions to an RSOO by its member /partner States.

E. Tentative Schedule of Events / Implementation strategy

- March 2017 (RSOO Conference) – Signing by AFI States Ministers, of a Ministerial Declaration agreeing to the development of a Strategic Plan for supporting and strengthening RSOOs in the region.

- June to October 2017 – Conduct of the study and development of the Strategic Plan as per the following major activities
 - Development of a fact-finding and data collection questionnaires; to be completed by RSOOs, RSOOs Member States/Partners, RECs;
 - Completion of the questionnaires by RSOOs, RSOOs Member States/Partners and RECs;
 - Drafting of deliverables (as listed in par F.) based on an analysis the answers to the questionnaires
 - Planning and organization of four workshops (2 in ESAF and 2 in WACAF) to review and finalize the deliverables

- November 2017 – Consideration and adoption of the Strategic Plan by AFI States (AFI Plan and AFCAC organs).

- January 2018 – Inception date for the implementation of the Strategic Plan for Supporting and Strengthening RSOOs in the AFI Region.

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