



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

### *TWENTY-THIRD AFI PLAN STEERING COMMITTEE MEETING* *29 July 2020*

#### VIRTUAL MEETING

#### **Agenda Item 2: Review the Implementation Status of ongoing AFI Plan Projects**

*(Presented by AFI Plan Secretariat)*

#### EXECUTIVE SUMMARY

This paper presents an update on the status of implementation of the AFI Plan projects, which were approved by the AFI Plan Steering Committee at its 17<sup>th</sup>, 20<sup>th</sup> and 22<sup>nd</sup> meetings in May 2016, December 2017 and May 2019 respectively.

**Action required:** *The Steering Committee is invited to:*

- a) Note the information provided on the status of implementation of the AFI Plan projects contained in this paper;
- b) Provide further instructions and guidance as deemed necessary.

#### 1. INTRODUCTION

1.1 The Steering Committee at its 17<sup>th</sup>, 20<sup>th</sup> and 22<sup>nd</sup> meetings approved funding for projects related to Aerodrome Certification, Air Navigation Service Provider (ANSP) Peer Review, State Safety Programme (SSP) Implementation, Search and Rescue (SAR) Organization, Accident and Incident Investigation (AIG), Fundamentals of Safety Oversight (FSO) and Aeronautical Information Management (AIM) and Results Based Implementation Support (RDIS).

1.2 This paper presents an update on the status of implementation of these projects and in particular, the progress made since the 22<sup>nd</sup> meeting of the AFI Plan Steering Committee held in Kampala, Uganda on 15 May 2019 whilst taking into account the impact of COVID 19 on the implementation of these projects.

## 2. AFI PLAN PROJECT IMPLEMENTATION PROGRESS – SUMMARY REPORT

2.1 During its 22<sup>nd</sup> meeting, the Steering Committee reviewed the progress made in the implementation the AFI Plan projects which were approved at its 17<sup>th</sup> and 20<sup>th</sup> meetings and noted with satisfaction that the implementation of the projects was progressing well. Accordingly, the Steering Committee requested the AFI Plan Secretariat to continue coordinating and monitoring implementation of these projects including the AIM project approved during this meeting and report back on the progress achieved to subsequent meetings of the SC.

### **Aerodrome Certification**

2.2 The aerodrome certification project designed to support 16 African States mandated to certify at least one of their International aerodromes was launched in August 2016, in both ESAF and WACAF Regions. Four additional States were added to the Project following the 18<sup>th</sup> and 20<sup>th</sup> SC meetings Decisions. In accordance with the project schedule, meetings with Directors General of CAAs and CEO of Airports of the eligible States as well as supporting States were conducted, to sensitize them on the importance of the project and secure the required commitment. Following the high level meetings, four aerodrome certification workshops were conducted in Accra, Lomé, Nairobi and Brazzaville for the benefit of Regulatory and airport personnel of both supporting and eligible States.

2.3 In accordance with the workshops, eligible States prepared and submitted their action plans to the two ICAO Regional Offices. Many States are progressing with the implementation of their Plans although some are still behind schedule. Implementation assistance and progress monitoring activities were conducted as required by the Project Teams. As a result, 12 international Airports in 11 eligible States (Abidjan, Bamako, Lagos, Abuja, Niamey, Libreville, Dakar, Maputo, Lusaka, Kigali, Manzini and Windhoek) have so far been certified. This achievement raised the percentage of certified aerodrome in Africa from 22.05% in 2016 to 29,54% as of today.

2.4 Main challenges faced in the project implementation are related to the resolution of deficiencies found in airports. This requires resources (that is, in certain cases not available), and commitment of States (both the CAAs and the airports operators Management). Another issue is the unavailability of trained technical personnel at both the CAAs and the airports Operators level.

2.5 Based on the lessons learned so far and intensive engagement of the Project Team, improved implementation progress was expected by the end of 2020. However, it has been greatly impacted by the COVID-19 pandemic.

2.6 The ICAO Regional Offices are currently following up on the implementation of the Action Plans of the nine (9) remaining States out of twenty (20) involved in the Project, and are still calling on these States to increase their commitment to the full implementation of the Project. Some of the States such as Benin, Botswana, Burkina Faso, Cameroon, Congo, the Gambia, and Seychelles that had been slow in implementation of the Action Plan have recently shown progress and were due to complete the certification process by end of 2020 or early 2021 .

## State Safety Programme (SSP)

2.7 The SSP implementation project was initially developed to support the establishment of a sound safety oversight system in twenty-four (24) States, their eligibility was based on the attainment of the 60% EI regional target. Such States were encouraged to further promote aviation safety by embracing safety management principles with a view to proactively address emerging safety risks by using consistent, data-informed approaches to implement smarter, system-level, risk-based safety oversight. The project was launched in February 2017 for a duration of 24 months with the following eligible States: Botswana, Burkina Faso, Cabo Verde, Cameroon, Cote d'Ivoire, Ethiopia, Gambia, Ghana, Kenya, Madagascar, Mali, Mauritania, Mauritius, Morocco, Namibia, Niger, Nigeria, Senegal, South Africa, Sudan, Togo, Tunisia, Uganda, and Zimbabwe.

2.8 Within the framework of the project, eligible States are provided with safety management training for their regulatory and service provider staff involved in the implementation of SSP and SMS to build understanding of operational safety management processes with practical examples.

2.9 Since the 20<sup>th</sup> SC meeting and as more AFI States attain the 60% EI target, the SSP Project Document was revised to incorporate newly eligible States including Benin, Congo, Gabon, Mozambique and Rwanda. The Project implementation approach was revised to take into account SSP implementation based on satisfactory implementation of SSP Foundation Protocol Questions (PQs). States are assisted in the review for acceptability and implementation of the USOAP Corrective Action Plan (CAP) for the SSP Foundation PQs as well as the review of the States' results of the SSP Gap Analysis Questions. Furthermore, States are sensitized on SSP Implementation Assessments (SSPIAs) under the USOAP CMA and the associated amended SSP-related PQs. Since the last SC meeting, SSP Implementation assistance missions were conducted in Mauritius, Namibia, Tanzania, Burkina Faso, Cape Verde and Ghana. In addition, remote guidance and assistance continue to be provided to States in monitoring their performance on the OLF.

2.10 To date, moderate progress has been achieved by States towards implementation of safety management provisions as envisaged under the project, evident by select performance indicators:

- a) SSP gap analysis start is accomplished for 91% of the States;
- b) SSP gap analysis completion is accomplished for 73% of the States;
- c) SSP implementation plan definition is accomplished for 46% of the States;  
and
- d) Full SSP implementation is accomplished by none of the States.

2.11 Although the States face different challenges of varying degrees, it is evident that some specific issues are common to most States and are a significant contributor to the challenges faced:

- a) qualified technical personnel;
- b) resources;
- c) enforcement;
- d) licensing, certification, authorization and approval obligations;
- e) management of safety risks;

- f) safety management system obligations;
- g) accident and incident investigation;
- h) safety data/information collection, analysis, sharing and exchange mechanisms, hazard identification and safety risk assessment;
- i) Surveillance obligations;
- j) State safety performance;
- k) State safety promotion; and
- l) both internal and external communication and dissemination of safety information.

#### 2.12 Way forward:

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

### **Search and Rescue (SAR) Organization**

2.13 The ESAF project concluded with the adoption of a series of recommendations, as part of post implementation actions by the eligible States, to ensure continuity in SAR improvement. Those recommendations were presented to the SC at its 22<sup>nd</sup> meeting.

2.14 In the WACAF region, some States have started implementation of the plans of action which were developed with the assistance of the SAR expert teams. The Regional Office in collaboration with AFCAC has been working to facilitate cooperation among States for the signing of SAR Agreements and multilateral MoUs. The Status of implementation of the project as at time of compiling this report is as follows: -

- a) Regional SAR Technical Experts Team (TET) has been established; SAR gap analysis conducted; model SAR documentation (including draft Agreements) developed; and assistance missions conducted in Burkina Faso, Mali, Gambia, Congo, Gabon, Cote d'Ivoire, Liberia, Niger, Cabo Verde and Equatorial Guinea. The unavailability or non-signature of SAR agreements remains a major challenge in the absence of a region wide approach and commitment of high-level national authorities.
- b) In the light of the foregoing, and recognizing the capacity of AFCAC and RECs, as major partners, to facilitate the attainment of the SAR objectives as called for under the aforementioned Lomé Declaration, the Regional Office sought the support of the ECOWAS Commission to coordinate with sister RECs in the region, and in a joint effort including AFCAC, to address in particular the issue of SAR Agreements.
- c) Sequel to the signing of SAR Agreements, a lot of preparatory works and documentation have to be completed. In this regard, the TET after carefully analyzing the feedback from the initiative taken so far concluded, that there was the need for more

awareness at the national level for all agencies involved in the planning, organization, delineation of responsibilities and collaboration to achieve effective and operational SAR services. The TET has therefore proposed and is assisting in the establishment of national SAR Committees pursuant to the 2019 edition of the International Aeronautical and Maritime Search and Rescue Manual (IAMSAR), Doc 9731, which requires the establishment of a National Search and Rescue Committee (NSARC) as a standing interagency group to oversee the National Search and Rescue Plan (NSP) and to act as a coordinating forum for national SAR matters. The TET will facilitate NSARC workshops and provide assistance to the national interagency coordinating forums to develop/update all SAR documentation (legislation, decree, plan, manuals, operational procedures, minimum equipment list, agreements, memoranda of understanding, and SAR exercises).

- d) Furthermore, understanding has been reached with ECOWAS for the use of funding assistance from the African Development Bank through the RAF19805 PASTA-CO ECOWAS SAR project to support the ongoing SAR activities in the region which were initiated and funded by the AFI Plan. ICAO TCB in collaboration with WACAF Regional Office has submitted a draft project proposal. It is estimated that the funding provided for by the AFI Plan and PASTA-CO will provide assistance to twelve (12) WACAF States. Consequently, discussions were held with AFCAC as a partner in the provision of effective and operational SAR for the region, and having been enjoined by the Lomé high-level conference to establish a project for improvement of SAR, to collaborate with ICAO and ECOWAS in order to rise additional funding to cover assistance for twelve additional WACAF States. However, the final ECOWAS approval of the project proposal is still pending.
- e) The 2020 work programme has scheduled assistance missions to the remaining States in order to complete the AFI Plan SAR project within 18 months. Unfortunately, the emergence of COVID-19 in the region since the beginning of 2020 has made it impossible to meet the scheduled timelines.

### **Air Navigation Service Providers (ANSP) Peer Review**

2.15 During the 39<sup>th</sup> session of the ICAO Assembly, a Working Paper (A39-WP456) was presented by ASECNA on behalf of African ANSPs. The Assembly was informed that the African Air Navigation Services Providers (ANSPs) Peer Review Programme was launched in February 2015 by the ICAO Council President. The Assembly was also informed that the aim of this initiative is to establish a regional framework of cooperation and peer review mechanism to improve air navigation operational performance in Africa, and that some ANSPs have initiated trials and drawn useful lessons.

2.16 The Terms of reference of the ANSP Peer Review Programme Coordination Team of Executives were established in June 2015. Immediately following the 18th AFI Plan SC meeting, an AFI ANSPs Coordination Meeting chaired by ICAO Council President was held on 1st October 2016 in Montreal, which formulated recommendations concerning the way forward.

2.17 A successful follow up meeting on these recommendations which was held in Freetown, Sierra Leone, from 3 to 5 May 2017, developed and endorsed a Programme Reference Manual as well as a Cooperation Framework and a Roadmap for 2017-2018, to govern the implementation of the African ANSP Peer Review Programme, among other cooperation activities in the areas of air navigation services. The next steps included the selection and training of reviewers, conduct of pilot reviews, development and implementation of corrective action plans and project evaluation. Accordingly, the training of reviewers has been coordinated with ASECNA and CANSO and conducted from 25 to 27 April 2018 in Abidjan, Cote d'Ivoire. Coordination of implementation of ANSP peer review activities continue in the region based on available guidance material, including the conduct in 2019 of the intended pilot reviews using the harmonized guidance developed under the AFI Plan Project.

2.18 It is important to note that, within the established Cooperation Framework and in accordance with ANSP Roadmap for 2017-2018, ASECNA and CANSO have signed in 2018 a Memorandum of Cooperation (MoC) for the improvement of air navigation services on the African Continent. This positive development enhanced the membership of the ANSP Peer Review Programme significantly. Currently, 35 States fully support the AFI Air Navigation Targets pertaining to the participation in this continental programme.

### **Accident and incident Investigation (AIG)**

2.19 The formulation of the AIG project took into account the Decision of the 38<sup>th</sup> Assembly on the expansion of the AFI Plan activities to cover all safety-related areas including aircraft accident and incident investigation (AIG). The AIG project (Project No.: AFI18102-07, 2018 AIG) was presented and approved by the 20<sup>th</sup> Steering Committee meeting.

2.20 In the course of implementing the project, three workshops were conducted in Lagos, Nigeria; Addis Ababa, Ethiopia and Cotonou, Benin from 28 to 31 August 2018, from 3 to 6 September 2018 and from 11 to 15 November 2019 respectively. Two AIG Experts from HQ and one from the EUR Office, with the support of one WACAF and one ESAF RO, facilitated the workshops. The workshops provided participants with guidance on the development and implementation of harmonized legislative frameworks, regulations, and associated procedures required for the establishment of a State aircraft accident and incidents investigation system, in conformance with ICAO SARPs and other relevant ICAO Publications. The participants had the opportunity to visit the established AIG entity in each of the hosting States (Nigeria AIB, Ethiopian AIB, BEA du Benin).

2.21 The workshop in Addis Ababa attended by 50 participants, out of which 19 representatives from AFI States had the advantage of being delivered in English, resulting in a more homogeneous participation of the East African region including leading States on AIG matters such as South Africa, Kenya etc

2.22 The workshop in Abuja, attended by 47 participants, 22 from neighbouring WACAF States, was conducted with simultaneous interpretation services English/French.

2.23 The workshop in Cotonou, open to all AFI States with an EI % in AIG lower than 60, was successfully attended, using the two languages, by 60 participants from across the continent, one RAIA (BAGAIA) and one RSOO (UEMOA).

2.24 A call was made by participants to sensitize, at regional level, the higher national State authorities on their international obligations for accidents and incident investigations with the objective of facilitating the emergence of efficient safety culture and promoting the independence of any entity in charge of conducting aircraft accident investigation.

2.25 In accordance with the RASG-AFI Plan AIG Project milestones, the delegates were urged, at the end of the workshops, to establish a collaborative scheme, under the initiative of the Champion States and the facilitation of the RSOOs, e.g. CASSOA in ESAF Region and BAGAIA in WACAF Region, for the development of harmonized regulations and investigators manual. In addition, during the Abuja workshop, it was suggested to organize a similar event, to allow the French Speaking States, to fully benefit from the contents of the workshop and prepare, in view of the ultimate goal of the Project, the grounds for the adhesion or creation of Regional accident and incidents investigation organization Agency (RAIO), such as BAGAIA.

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

2.27 To this end, regional Working Groups will be organized with the support of States, RSOOs, RAIOs, Regional Economic Communities (RECs), and Voluntary development partners or donors.

### **Fundamentals of Safety Oversight**

2.28 The AFI Plan Fundamentals of Safety Oversight (FSO) project aims to support eligible States to establish the Fundamentals of Safety Oversight (FSO) system vis-à-vis the Critical Elements (CE) of a State Safety oversight system. In this regard, the project will assist eligible States to enhance their safety oversight capability with particular emphasis on the implementation of CE1 through CE5.

2.29 Accordingly, the project is envisaged to assist and support twelve (12) eligible States within the AFI Region i.e. Burundi, Central African Republic, Comoros, Djibouti, Eritrea, Guinea, Guinea-Bissau, Lesotho, Liberia, Sao Tome and Principe, Seychelles, and Eswatini.

2.30 The implementation of the project was initiated with the submission of the FSO project document to the eligible States together with a sample letter to be signed by each eligible State confirming formal acceptance of the project and commitment to implement the project's recommendations.

2.31 Since the project inception, FSO assistance missions were conducted in:

- Liberia (8-12 October 2018, July 2019 and February 2020),
- Sao Tome and Principe (15-19 October 2019),
- Central African Republic (5-9 November 2018 and August 2019) and
- Guinea (29 April -3 May 2019 and 6-10 May 2019),
- Comoros (12-14 March 2018 and 11-15 March 2019),
- Djibouti (3 May 2018 and 2-6 December 2019),
- Lesotho (19-21 November 2018),
- Seychelles (12-16 February 2018 and 8-12 July 2019),
- Eswatini (22 January – 2 February 2018 and 7-11 October 2019),
- Eritrea (3-8 November 2019),
- Malawi (22-26 April 2019) and
- Burundi (11-15 February 2019).

Some of these assistance missions were coordinated and conducted with the participation of relevant RSOO experts.

2.32 To date, however, limited progress has been achieved by States in increasing the effective implementation (EI) of the Critical Elements (CEs) of a State safety oversight system, evident by select performance indicators:

- a) current average USOAP score for the project States is 23.88%, up from 20.47%, which is below the world average of 68.55 %;
- b) current number of the project eligible States that have achieved the target of 60% EI is zero; and
- c) current number of the project States that have increased their individual EI since the commencement of the project is still limited—Seychelles, Comoros, Malawi, Eswatini and Burundi. This limited progress could also partly be attributed to the very limited USOAP validation activities conducted in the concerned States.

2.33 It is noteworthy that the FSO eligible States strikingly face similar challenges, which are predominantly systemic in nature, particularly:

- a) qualified technical personnel;
- b) financial resources;
- c) autonomous CAAs; and
- d) political will.

2.34 Way forward:

- a) establish a special funding appropriated from SAFE Fund or AFI Plan to assist the project States implement comprehensive training programmes, with special emphasis on on-job-training (OJT) whereby inspectors from these States are attached to States that have achieved significant EIs in order to get exposed to and learn from best practices;

- b) intensify technical assistance to States with special emphasis in assisting States to perform self-assessment of CMA Protocol Questions and, when applicable, develop and implement corresponding corrective action plans (CAPs); and
- c) co-opt into the FSO Project those States that have never been audited under USOAP, specifically South Sudan and Somalia, which clearly deserve special assistance to establish safety oversight systems.

### **Supplementary AFI Plan funding for Sierra Leone SAFE Project**

2.35 Following the approval of US\$60,000 by the 21<sup>st</sup> meeting of the AFI Plan SC as additional funding of the SAFE Project for Sierra Leone (ICAO Contract 22501912) from the AFI Plan, further request was submitted to SAFE Project for an additional CAD 50,000 to cater for the shortfall and the management reserve/contingency. With all funding requirements having been met, the SAFE project for Sierra Leone was launched on 9 May, 2019, in Freetown, Sierra Leone, by the Minister of Transport and Aviation of Sierra Leone, in the presence of the ICAO Regional Director/WACAF and Senior Management of the consultant, CAAi, UK. The project was in two Phases with a total duration of 4 months. The First Phase focused on the establishment of a safety oversight system (CEs 1 to 5) in the areas of Civil Aviation Organisation (ORG), Air Navigation Services (ANS) and Aerodromes and Ground Aids (AGA). Phase 2 focused on Implementation planning for a safety oversight system (CEs 6 to 8): Establishment of an effective certification, licensing and surveillance capability within the SLCAA in ANS; and ensure the ICAO USOAP Corrective Action Plan (CAP) is most current and PQ Self-assessment is completed through the CMA Online Framework (OLF). The aerodrome certification component was dropped due to inadequate funding for the project.

2.36 The SAFE Project for Sierra Leone successfully came to completion at the end of February 2020. The Final Project-End Report was submitted by CAAi UK to the Project Steering Committee in March, 2020. Having found that all the components of the project have been accomplished (i.e. review/development of the primary aviation law, operating regulations, technical guidance materials, manuals and procedures; conduct of classroom training in Sierra Leone and OJT in U.K., etc.), both Sierra Leone Civil Aviation Authority and ICAO formally communicated their acceptance of the SAFE Final Project-End Report in April, 2020.

2.37 Since the SAFE Project for Sierra Leone was very limited in scope and the State was equally in urgent need of assistance in the other audit areas, Sierra Leone sent a request to the AFI Plan Steering Committee for its inclusion in the list of eligible States of the AFI Plan FSO Project to cover LEG, PEL, OPS, AIR and AIG; to which approval was granted by the Steering Committee. The roll out of the project has been slowed down due to the COVID-19 Pandemic.

### **Aeronautical Information Management (AIM ) Project**

2.38 The ICAO Council has recently adopted a new amendment (Amendment 40) Annex 15 to the Convention on International Civil Aviation (Chicago Convention) and approved a first new edition of PANS-AIM covering Aeronautical Information Services (AIS). The new provisions enable global air transport operations to complete the transition from product-centric and paper-based AIS legacy processes to a fully data-centric, quality-assured and digital aeronautical information management (AIM) environment.

2.39 In light of these, a project proposal on AIM Result Based Implementation Support (RDIS) for AFI States presented and approved at the 22<sup>nd</sup> SC meeting. The roll out of the project has been slowed down due to the current COVID-19 Pandemic.

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