



WORKING PAPER

**SPECIAL AFRICA-INDIAN OCEAN (AFI)
REGIONAL AIR NAVIGATION (RAN) MEETING**

Durban, South Africa, 24 to 29 November 2008

Agenda Item 3: Overview of the *Comprehensive Regional Implementation Plan for Aviation Safety in Africa*, the Global Air Navigation Plan (GANP) and the Global Aviation Safety Plan (GASP) (General Committee)

**STRENGTHENING OF THE REGIONAL OFFICES IN LINE WITH THE
COMPREHENSIVE REGIONAL IMPLEMENTATION PLAN FOR AVIATION SAFETY IN
AFRICA TO IMPROVE AVIATION SAFETY**

(Presented by South Africa)

SUMMARY

This paper highlights the need for additional expertise in the regional offices accredited to States in Africa. Various Assembly resolutions call for the strengthening of the Regional Programme. Least developed States depend on the regional offices accredited to States in the AFI Region to provide guidance, assistance and support on all aviation matters. With the shift of ICAO's focus from the development of Standards and Recommended Practices (SARPs) to their implementation at the regional level, it is necessary to optimize additional resources available to support States with implementation at the regional level to improve aviation safety. This paper also calls for the empowerment of the ICAO Regional Directors to take a leadership role in the regions.

Action by the meeting is in paragraph 4.

1. INTRODUCTION

1.1 Assembly Resolution A31-2, *Increasing the Effectiveness of ICAO*, calls for inter alia the strengthening of the degree of autonomy given to the regional planning process and the associated authority and resources given to the ICAO regional offices, while ensuring adequate coordination at the global level.

1.2 Through Assembly Resolution A35-15, the Assembly requested the Council, as a matter of high priority and within the budget adopted by the Assembly, to ensure that adequate resources are made available to the ICAO regional offices. It specifically highlighted those regional offices which are accredited to the developing States, taking into account the increased support they will be called upon to provide. This is therefore specifically applicable to the Nairobi and Dakar Regional Offices to further improve aviation safety. It is recognized that the Council has achieved positive results in this regard to date.

1.3 It should be recalled that, in the late 1960s, the United Nations began paying special attention to the Least Developed Countries, recognizing them to be the most vulnerable of the international community. You will recall that A21-16 instructed the Council to proceed with the establishment of the Eastern and Southern African Regional Office (ESAF) to better serve the needs of States in the AFI Region. Today, in the area of accreditation of the Dakar and Nairobi Regional Offices alone, there are a total of thirty-four States classified by the United Nations Office of the High Representative for the Least Developed Countries as least developed. These States depend on the regional offices accredited to States in the AFI Region to provide guidance, assistance and support on all aviation matters.

2. DISCUSSION

2.1 It is important to note that the Assembly (A36-2) encouraged States to promote aviation safety as a fundamental component of national, social and economic priorities, planning and operations. Regional offices accredited to States in Africa must be equipped to support least developed States to achieve this goal.

2.2 In a recent development, the Assembly instructed the Council to ensure the continued development of new working relationships integrating the capabilities of the bureaux at Headquarters with the resources of the regional offices. The availability of additional technical expertise in the AFI Region will significantly contribute to improved aviation safety in the least developed States.

2.3 To further improve Safety worldwide, the Assembly (A32-1) directed the Council to ensure that high priority programmes which affect the safety of the travelling public are fully funded and staffed. Recently, there has been a shift in the focus of ICAO from the developments of SARPs to its implementation at the regional level. In addition, the Air Navigation Commission consolidated the number of panels usually the originators of proposals for standards. This shift in focus from development to implementation has realized additional available resources in the Secretariat that should be calculated and tabled.

2.4 In a related issue, through A32-1, *Increasing the Effectiveness of ICAO (measures for continuing improvement in the 1999-2001 triennium and beyond)*, the Assembly specifically directed the Council to examine and reduce administrative costs substantially over the next two triennial budget cycles as well as to examine ICAO programmes critically to determine priorities and contemporary validity, as well as eliminate or downsize those programme activities which are no longer priorities for the work of ICAO. In Africa, as highlighted by the *Comprehensive Regional Implementation Plan for Aviation Safety*, the focus must be on aviation safety.

2.5 There are currently functions performed at Headquarters that could be relocated to regional offices to improve efficiency and to be closer to the States. It should be recalled that regional offices are the interface with States. To this end, the Assembly directed the Council to examine the feasibility of a new approach to oversight activities based on the concept of continuous monitoring to be implemented in 2010 (A35-4).

2.6 To this end, it is proposed that the Council consider the integration of the Universal Safety Oversight Audit Programme into the regional offices, from where continuous monitoring should be applied. This action would bring the continuous monitoring function within the work programme of regional offices. The additional expertise within the regional offices could also be utilized to further assist States with the implementation of corrective action plans. Overall coordination can be achieved through the Planning and Coordination Office at Headquarters, eliminating the need for separate administrative support.

2.7 The regional offices serve regions which are not all at the same level of development, whose geographical features are different and whose problems are not similar. It is clear, in the light of these elements, that the regional offices accredited to States in Africa require additional resources to fully accomplish their mission to support States.

2.8 A review of the Regular Programme budget (A36-29) indicated that, for the year 2008, an amount of approximately CAD\$14.5 million is allocated to Strategic Objective A —Safety, whereas approximately 25% more, or CAD\$20.6 million is allocated to Strategic Objective D —Efficiency. With the importance of the need to further improve aviation safety in Africa, the budget should be realigned in the next triennium to strengthen safety-related activities and support in the allocation to regional offices accredited to States in Africa.

2.9 To address aviation safety in the Africa-Indian Ocean area, the Council developed a Comprehensive Regional Implementation Plan for Aviation Safety in the AFI Region. The implementation plan was developed to address the concerns expressed by the Council and emphasizes a heightened leadership role by ICAO and accountability, supported by strong programme management and coordination activity. To take the leadership in the region, as instructed by the Council, the regional offices will require addition expertise to specifically address and support States.

2.10 The Council also agreed that a review of ICAO's Regional Programme should be undertaken and allocated the task to the Council's Working Group on Efficiency (WGOE). In an oral report to the Council on the work to date, the Representative of China and Chairman of the WGOE's subgroup tasked with the organizational review of ICAO's Regional Programme, informed the Council that the overall goal of the review is to strengthen the regional offices as well as their current support and coordination structure at Headquarters. This is also in line with the United Nations initiative to focus more on implementation and regionalization. The UN reform calls for the strengthening of the regional programme.

2.11 To assist States in Africa, it will be necessary to expand the area of expertise in the regional offices accredited to States in Africa to include, airworthiness experts, accident and incident prevention experts with safety management system experience, operations experts, standards and procedures experts, security experts, implementation support and development experts and, to a limited extent, air law specialists to assist States with aviation legislation.

2.12 It should also be recalled that the membership of planning and implementation regional groups (PIRGs) has been expanded. In the case of the AFI Planning and Implementation Regional Group (APIRG), the membership has more than doubled. To serve the additional members, additional experts will be required in the regional offices in additional fields to be identified.

2.13 ICAO should remain committed to the spirit of the Assembly resolutions and discussions of the ICAO Assemblies which call for the strengthening of the Regional Programme. This is specifically important in the Africa-Indian Ocean area of accreditation. This action will support the least developed States and many others, providing them with a window to international civil aviation through the Dakar, Cairo, Nairobi and Paris Regional Offices.

2.14 ICAO Regional Directors are responsible and accountable for all activities within the regions and are familiar with all regional activities. With the strengthening of the Regional Programme with additional technical experts, as well as to serve States more efficiently and effectively, it is proposed that all missions related to technical activity be managed from the regional offices in the area of accreditation to ensure both proper coordination and that they contribute to the general direction of the Regional Programme. This action would ensure that all missions are carried out under the responsibility of the ICAO Regional Director, as ICAO's programme manager in the region.

3. SUMMARY

3.1 Various Assembly resolutions call for the strengthening of the Regional Programme. Least Developed States depend on the regional offices accredited to States in the AFI Region to provide guidance, assistance and support on all aviation matters. With the shift in focus in ICAO from the development of SARPs to their implementation at the regional level, it is necessary to optimize additional resources available to support States with implementation at the regional level. To achieve

this, it will be necessary to determine minimum resources required for the development and maintenance of standards to reflect the shift in priorities. Net savings should be applied to the Regional Programme to strengthen the technical capability and allow for regional offices to take a leadership role. Similarly, the budget of the Organization should be reoriented and prioritized to highlight the importance of Safety (Strategic Objective A) at the regional office level.

3.2 To this end, it will be necessary to further expand the area of expertise in the regional offices accredited to States in Africa to also include experts in airworthiness, accident and incident prevention, operations, standards and procedures, implementation support and development, security, environment and, to a limited extent, air law specialists to assist States with aviation legislation.

3.3 The Council should consider the relocation of certain functions, such as the continuous monitoring concept related to Safety and Security and Implementation Support and Development, from Headquarters to the regional offices.

4. ACTION BY THE MEETING

4.1 The meeting is invited to approve the following recommendation:

Recommendation 3/x – Strengthening of ICAO’s Regional Programme

That ICAO:

- a) continue to strengthen the regional offices as well as their support and coordination structure at Headquarters;
- b) address the imbalance between resources allocated to Strategic Objective A — Safety and Strategic Objective D — Efficiency in the next triennium at the regional office level;
- c) expand the area of expertise in the regional offices accredited to States in Africa to include airworthiness experts, accident and incident prevention experts, operations experts, security experts, standards and procedures experts, implementation support and development experts and, to a limited extent, air law specialists to assist States with aviation legislation;
- d) consider the relocation of the Universal Safety Oversight Audit Programme (USOAP), Implementation, Support and Development Programme and Universal Security Audit Programme (USAP) to the regional level beyond 2010;
- e) transfer all technical mission responsibilities and accountability to the ICAO Regional Directors;
- f) strengthen the regional office mission budget to better serve States from the regional offices; and
- g) establish the minimum resource requirements for the development of SARPs to reflect the shift from the development of standards at the global level to their actual implementation at the regional level and apply the savings to the Regional Programme.

— END —