



WORKING PAPER

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

Durban, South Africa, 24 to 29 November 2008

**Agenda Item 5: Development of a set of comprehensive work programmes in the safety field
(Safety Committee)**

**ESTABLISHMENT OF TEAMS OF INSPECTORS IN DAKAR AND
NAIROBI REGIONAL OFFICES**

(Presented by France)

SUMMARY

This paper aims at formulating concrete proposals which can be implemented in the short-term in order to improve safety oversight of civil aviation in the AFI Region. These proposals are based on the principles outlined in DGCA/06-IP/10 presented by France in March 2006 during the Conference of Directors General of Civil Aviation, entitled “A new approach to safety oversight for the 21st century”. It also takes into account the recommendations made in WP/24 and WP/26 under Agenda Item 4 of the Special AFI RAN Meeting.

Action by the meeting is in paragraph 5.

1. INTRODUCTION

1.1 SP AFI/08-WP/24 shows that the analysis of the USOAP audit results available for the Africa-Indian Ocean area for the period from April 2005 to May 2007 revealed a close relationship between accident rates and the failure of States to effectively enforce four of the critical elements of a safety oversight system. It is therefore proposed that States in the region give high priority to resolving the deficiencies on critical element 8 (Resolution of Safety Concerns), critical element 6 (Licensing and Certification), critical element 3 (State Civil Aviation System and Oversight Functions) and critical element 7 (Surveillance Obligations) of their safety oversight system.

1.2 SP AFI/08-WP/26 presents the results of an analysis of accidents and incidents in the area over the past ten years. It shows that the majority of events occurred in seven States of the AFI Region.

2. IDENTIFICATION OF MAIN WEAKNESSES

2.1 The analysis shows that a high number of accidents or serious incidents is associated to ten categories of events: runway excursion, engine failure or fault, unknown or not determined, abnormal contact with runway, failures or faults of systems other than engines, fire / smoke, loss of control in flight, CFIT, too long or too short landing and aerodrome. For runway excursions, the origins are multiple and, in order of importance: failure of aircraft system, bad weather conditions, runway condition, long / short landing, decision-making, ... In the end, these rankings by category show a predominance of causes related to airworthiness (failure of aircraft systems and engines), how the crew reacted to a failure (decision-making) and the condition of runways.

2.2 In this context, SP AFI/08-WP/26 points to the need to make every effort to improve the resources of safety oversight in the areas of airworthiness, aircraft operations and aerodrome certification. The analysis conducted prior to the drafting of SP AFI/08-WP/24 and SP AFI/08-WP/26 converge and demonstrate that the deficiencies of the States of the region with regard to safety oversight are the key elements to explain the accidents.

3. AN INNOVATIVE APPROACH TO SAFETY OVERSIGHT

3.1 Once completed the identification of these critical points, France proposes to build on its proposal contained in its information paper DGCA/06-IP/10 presented in March 2006, at the Conference of Directors General of Civil Aviation, entitled “A new approach to safety oversight for the 21st century”. It is all about to respond quickly to the needs of direct assistance to States in the field of safety oversight, which does not exclude the possibility of establishing regional organizations, but experience has shown that the complexity inherent in the process leading to an effective implementation of these organizations takes several years.

3.2 This approach would consist in establishing teams of inspectors in Dakar and Nairobi Regional Offices with the objective to assist States that so request in order to help them to discharge their safety oversight responsibilities, including the conduct of inspections / audits / prior to the issuance or renewal of airworthiness certificates, personnel licenses, air operator certificates and the certification of aerodromes.

3.3 For ICAO, this approach would have the advantage:

- a) of demonstrating its willingness to take the leadership in improving safety in the Africa and Indian-Ocean Region; this was clearly shown when the AFI Plan for safety was submitted in September 2007 during the High-Level Meeting which took place prior to the 36th Assembly;
- b) of providing teams of inspectors with the administrative support of the Regional Offices and of avoiding the search, which might be long and costly, for other locations;
- c) of strengthening the two Regional Offices in the field of safety oversight;
- d) through the work of inspectors in the States seeking assistance, of complementing the information available to ICAO through the USOAP audits on their level of aviation activity and the resources available to oversee this activity.

3.4 For States, this approach would have the advantage:

- a) of making available to them inspectors whose independence and competence would provide to third countries guarantees on the level of safety of the inspected organizations;
- b) of enabling those who can not get the required expertise on their own to carry out their safety oversight duties and thus to remedy to a number of non-compliances identified through the USOAP audits; and
- c) of enabling them to achieve economies of scale by pooling resources among States accredited to a Regional Office.

3.5 In addition, this approach would further the on-the-job training of inspectors from the States of the region through the missions of the qualified inspectors which would be run in tandem with a trainee inspector; in the medium-term, all the qualified inspectors should originate from the States of the AFI Region.

4. OPERATING CONCEPT

4.1 As shown in the discussions in SP AFI/08-WP/24 and SP AFI/08-WP/26, these inspectors will focus at first on specific oversight issues in order to appreciably improve safety in the States of a region, namely airworthiness, air operations of airlines, flight crew personnel and certification of aerodromes.

4.2 As a result, the experts should be first and foremost recruited in these areas in order to assist requesting States. The Secretariat, in cooperation with Regional Offices and COSCAPs – where they exist – would have on the one hand, to assess the potential needs of States and on the other hand, to identify the inspectors who are likely to have the required expertise, primarily in the AFI Region, but also in other regions, as appropriate.

4.3 Without excluding other possibilities, one of them could be that inspectors be selected and recruited by the Technical Co-operation Bureau and paid on the basis of Technical Officers posted to Regional Offices. Given the necessary break-in period before these new resources can be fully employed, one should be cautious in determining the initial number of inspectors to be recruited.

4.4 At the request of States, the inspectors would carry out inspections as part of the renewal of permits, licenses or approvals in the areas of airworthiness and aircraft operations, flight crew personnel, and certification of aerodromes. The assistance of inspectors would end up with the delivery of a report to Civil Aviation Authorities of the requesting State which would then have full responsibility for complying with all recommendations placed in the report.

4.5 The duties of inspectors should be conducted under a template agreement between the requesting State and each inspector, the agreement specifying the responsibilities of both parties and the regulations upon which the report of the inspector will be based, knowing that some States do not yet have regulations in place in all areas related to safety.

4.6 Where the national legal frameworks would be an obstacle to the implementation of such a solution, the primary aviation legislation of the States concerned should be adapted to provide for the possibility of monitoring their industry using this kind of assistance.

4.7 Once past the start-up phase, funding of the teams of inspectors should be covered by charges that requesting States would pay for staff, travel and subsistence expenses associated with each mission.

4.8 All States in the AFI Region which do not have the resources to discharge their obligations regarding safety oversight will be encouraged to use the services of the teams of inspectors deployed in the two regional offices of Dakar and Nairobi. It should be noted that the operational implementation of these teams will depend on the availability of resources.

4.9 Considering that this innovative approach to safety oversight:

- a) addresses one of the most urgent concerns for flight safety in the AFI Region;
- b) is consistent with the principles contained in the GASP and the Industry Roadmap;
- c) fits in the work programme detailed by the ACIP in SP AFI/08-WP/31;
- d) will have a marginal impact on the resources of ICAO;
- e) but could have a substantial impact on safety in the short-term while being sustainable over the medium and long-term;

the meeting is invited to adopt the following recommendation:

Recommendation 5/x - Support the establishment of two teams of inspectors in the Regional Offices of Dakar and Nairobi

It is recommended that, as soon as possible, ICAO:

- a) assess the size of two teams of inspectors to deploy in Dakar and Nairobi Regional Offices in light of the level of aviation activity and of resources of the States of the AFI Region accredited to both offices;
- b) undertake a detailed study of practical arrangements for the implementation of these teams in a manner consistent with the availability of the required resources; and
- c) establish a budget for the start-up phase of these teams and beyond, assess their economic viability based on realistic assumptions in terms of operating costs and revenue.

5. ACTION BY THE MEETING

5.1 The meeting is invited to:

- a) note the information contained in this paper; and
- b) approve the draft Recommendation contained in paragraph 4.9 above.

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