



AFI COMPREHENSIVE IMPLEMENTATION PROGRAMME (ACIP)

STEERING COMMITTEE MEETING

Montreal, 14 to 15 February 2008

Agenda Item 1: Enabling States to establish and maintain a sustainable safety oversight system

(Presented by the Secretary)

1. INTRODUCTION

1.1 Audit results of the ICAO Safety Oversight Programme since its inception in 1996, as the voluntary assessment of the implementation of Annexes 1, 6 and 8 Standards and Recommended Practices (SARPs), and the comprehensive systems approach-based audits launched in 2005, revealed that the majority of the African States share similar deficiencies in their ability to establish and manage an appropriate and effective safety oversight system. Those deficiencies are manifested through the very high rate of lack of effective implementation of the critical elements (CEs) of a State's safety oversight system.

1.2 The lack of effective implementation in many of the States where civil aviation systems have not been empowered to be fully responsible for aviation operations, has been attributed to the absence of political will. However the lack of adequate funds is also a major contributory factor. In Africa, a very low percentage (less than 4%) use aviation as a means of transport. This is compared with approximately 33% for the world and over 200% for the United States. It follows that, in many African States aviation activities have not developed to an extent whereby income generated through charges can support a full-fledged and effective civil aviation system.

2. ANALYSIS

2.1 The medium-term objective of the AFI Plan calls for *the strengthening of civil aviation authorities with respect to their safety oversight capabilities*.

2.2 Data on traffic by State of aircraft registration of scheduled airlines for the last five years (2002-2006) indicate that out of 32 African States for which, either for the full five years or portion thereof, information is available, 14 States had an average of 3500 departures (averaging 42 passengers per departure) per year, from all operations (domestic, international, scheduled and non-scheduled). This is an average of less than 10 operations per day for all aircraft operations in each of the States. Such level of an operation cannot generate adequate funds to support an autonomous civil aviation authority capable of effectively undertaking the State's international obligations for safety oversight. Analysis of the traffic and audit results further confirm this fact that most States lack the means or the organization to attract, recruit and retain qualified technical personnel to satisfactorily meet their safety oversight obligations. Considering the overall economic situation in those States where Governments need to tackle basic social

issues such as health, education, and self-sufficiency in food, aviation cannot be expected to be high in the list of priorities of the State although its contribution to the State economy is recognized and acknowledged.

2.3 Even in those States where aviation activities can support a full-fledged safety oversight system, State civil aviation authorities still lack the organizational and technical skills to maintain an effective and credible safety oversight system. For these and many other reasons, many of the African civil aviation authorities are not able to effectively undertake their safety oversight obligations.

3. **RECOMMENDED ACTION**

3.1 The medium-term objectives of the Comprehensive Regional Implementation Plan for Aviation Safety in Africa are to:

- a) increase compliance with ICAO SARPs and industry's best practices;
- b) increase the number of qualified personnel at the industry and oversight levels;
- c) improve the quality of inspectors and other civil aviation staff through training;
- d) ensure impartial and unimpeachable investigation and reporting of serious accidents and incidents;
- e) enhance regional cooperation;
- f) enhance capacity of regional and sub-regional safety oversight systems;
- g) improve assistance in oversight to least developed States; and
- h) provide expert aviation knowledge within the reach of the targeted States via the web.

3.2 In order to achieve the above stated objectives and enable States to develop and establish an effective and sustainable safety oversight system, ICAO, in close cooperation with the World Bank, the African Development Bank and other stakeholders, will work with those States that have a level of aviation activity capable of supporting the establishment and maintenance of an effective and sustainable safety oversight system. This will be done through the provision of close support in developing the required infrastructure and through the transfer of the necessary technical and management knowledge and skills.

3.3 The criteria for selecting these States shall be based on a level of aviation activity capable of supporting a State safety oversight system; willingness of the State concerned to work with ICAO and other partners to address the problem and the availability of the required funding resources to implement the project. Missions to these States will then be scheduled and the State authorities contacted to develop a viable project to assist the State to achieve capability for safety oversight.

3.4 In States that presently do not have an aviation activity level that can support the establishment and maintenance of an effective safety oversight system, ICAO, in close cooperation with the World Bank, the African Development Bank and other stakeholders, will actively promote the establishment of Regional Safety Oversight Organizations.

3.5 ACIP will provide support in harmonizing and developing operational regulations, establishing the Regional Safety Oversight Organization, and also assist in the recruitment of qualified personnel and in the provision of training to such personnel. Other States in the region, although capable of establishing an effective stand-alone safety oversight system will also be invited to join such a grouping to ensure a wider source of resources and sharing of capabilities. Such States shall be encouraged because of their ability to spearhead the move towards the strengthening of aviation safety in the region as well as in the continent.

3.6 States not willing to join a Regional Safety Oversight Organization but which do not have or, are not able to establish, an effective and sustainable safety oversight system will have to be compelled to reassign their safety oversight obligations to another capable State.

3.7 Specific implementation activities, expected outcomes and metrics for measuring the results are contained in the Appendix to this paper.

4. **ACTION BY THE STEERING COMMITTEE**

4.1 The Steering Committee is requested to:

- a) Review the recommendations presented in paragraph 3 of this discussion paper;
- b) Approve the activities of ACIP as detailed in the appendix;
- c) Instruct the Secretariat with any other additional actions it deems necessary.

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APPENDIX

Year	Enabling States to establish and maintain a sustainable safety oversight system	Expected outcome	GASP Focus Area, Related Roadmap Best Practice & Metric
2008	a) States with aviation traffic levels capable of supporting a robust and sustainable safety oversight system: • In coordination with the World Bank and the African Development Bank, in April 2008, six States will be selected; • ACIP will arrange for a mission by experts in aviation management, organization and safety oversight systems to discuss practical solutions and secure the commitment of the State to work with the Programme. • Following the mission a detailed analysis addressing organizational and establishment issues will be developed and reviewed by all stakeholders. A remedial project will be developed based on the findings of the analysis, in line with the Roadmap developed under the Global Aviation Safety Plan. • States, industry and donors will be informed of the priority projects arising from the gap analysis and specific projects will be developed by the Technical Cooperation Bureau (TCB) or other similar organization as may be	a) With respect to a) the following actions would have been taken by the end of 2008: • The selected States would have been visited and a detailed gap analysis addressing organizational and establishment issues developed by 31 July 2008. • The ACIP Steering Committee, States, industry and donors would have been informed of the priority projects arising from the gap analysis and specific projects by 31 August 2008. • Implementation projects to assist the States to establish an effective and sustainable safety oversight system would have been developed and approved by 15 October 2008. • Implementation process would have started before the end of 31 December 2008.	(GSI-1) Consistent implementation of International Standards and Industry Best Practices Primary Stakeholders: ICAO, States Focus Area 1 Strategy: Perform gap assessment of those States that cannot comply. Establish plans to reach desired compliance, including coordinated international support where necessary to close gaps. Related Roadmap Best Practice and metrics: BP1b-1 Strategy: Compliance with international SARPs is assessed on a continuing basis through ICAO USOAP and other equivalent means of assessment, Coordinated international support is being provided where necessary. Related Roadmap Best Practice and Metrics: BP1b-1

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2008	determined during the discussions with the State and other stakeholders. • ICAO Offices (including ACIP but excluding TCB) will not be directly involved in the implementation of the project. However, the implementation progress will be monitored at given intervals by ACIP in coordination and cooperation with the concerned Regional Office and ISD-Safety; • The ACIP Steering Committee, which shall, in the first place be asked to approve the project will be apprised of progress made in the implementation of the project, as will directly concerned stakeholders; b) A meeting of Regional Directors General of Civil Aviation shall be called and held in the two African sub-regions, latest by June 2008: • The Directors General will be informed of the decisions of the Steering Committee as endorsed by the ICAO Council;	b) With respect to activities in paragraph b), the following actions would have been taken by the end of 2008: • A meeting of Regional Directors General of Civil Aviation in the ESAF Region would have been held before 31 May 2008. • A similar meeting would have been held	(GSI-5) Consistent coordination of regional programmes Primary Stakeholders: ICAO, States, Regions Focus Area 5 Strategy: Design regional mechanisms and build on existing ones in order to foster consistency

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2008	• The ground work for the establishment of Regional Safety Oversight Organizations shall be laid and the possibilities discussed. • States in the regions, judged to be capable of establishing an effective national safety oversight system will be encouraged to participate in the establishment of Regional Safety Oversight Organizations; • ICAO and Donor States and International Organizations will define the support that they will be able to provide to States willing to cooperate within a Regional Safety Oversight Organization. • ACIP, in coordination and cooperation with the World Bank, the African Development Bank and other stakeholders will closely follow up with States on the establishment of Regional Civil Aviation Organizations. • Progress on the establishment of Regional Safety Oversight Organizations shall be reported to the Steering Committee and the ICAO Council as presented in a) above.	in the WACAF Region by 15 June 2008. • A frame-work for the establishment of Regional Safety Oversight Organizations, as an output of the two meetings, would have been drafted by 30 June 2008. • Assistance to be provided by ICAO, other Contracting States, international and regional organizations and other stakeholders to States electing to join a Regional Safety Oversight System would have been defined by 31 July 2008. • Consolidated report of the two meetings including information on assistance to be provided would have been prepared and distributed by 31 August 2008. • A concrete action towards the implementation of Regional safety Oversight Organizations would have been started before the end of 2008.	Related Roadmap Best Practice and metrics: BP5a-1 to 3 Strategy: Assign priority of action to regions on the basis of risk assessment Related Roadmap Best Practice and metrics: BP5b-1 to 2

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2008	c) Two seminars and workshops on Global Aviation Safety Plan (GASP) and the Global Aviation Safety Roadmap will be held in cooperation with the Industry Safety Strategy Group (ISSG) and ANB (the first one is scheduled to be held in Nigeria in April 2008. ACIP will coordinate with ISSG and ANB to hold a second seminar/workshop in the ESAF Region by September 2008).	c) With respect to activities in paragraph c), the following actions would have been taken by the end of 2008: • The first seminar/workshop on Global Aviation Safety Plan and the Global Aviation safety Roadmap scheduled to be held in April 2008 in the WACAF Region would have been held as planned. • The second seminar/workshop on Global Aviation Safety Plan and the Global Aviation safety Roadmap planned to be held in September 2008 in the ESAF Region would have been held.	(GSI-1) Consistent implementation of International Standards and Industry Best Practices Primary Stakeholders: ICAO, States Focus Area 1 Strategy: Perform gap assessment of those States that cannot comply. Establish plans to reach desired compliance, including coordinated international support where necessary to close gaps. Related Roadmap Best Practice and metrics: BP1b-1
2009 and 2010	a) States with aviation traffic levels capable of supporting a sustainable safety oversight system: • The activities listed in year 2008 a) will	a) The following activities planned for the years 2009 and 2010 would have been completed at the end of the respective years: • At least six States in each year would	(GSI-1) Consistent implementation of International Standards and Industry Best Practices

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2009 and 2010	be continued with six or more States (depending on resources available to ACIP) supported each year. All other activities will remain similar to that listed above, as may be amended based on experience gained. b) Support to States that have agreed to establish a Regional Safety Oversight System will continue to be given by ACIP	have been selected for assistance in enabling them to establish and maintain an effective and sustainable safety oversight system. - A mission for developing a detailed gap analysis for each of the States to be assisted would have been developed by the end of April in the respective years. - The ACIP Steering Committee, States, industry and donors would have been informed of the priority projects arising from the gap analysis and specific projects by 31 May in the respective years. - Implementation projects to assist the States to establish an effective and sustainable safety oversight system would have been developed and approved by 31 July of the respective years. - Implementation process in each of the States would have started before December of the respective years. b) Action for the establishment of Regional Safety Oversight Organizations would continue and by the end of 2009, at least two	Primary Stakeholders: ICAO, States Focus Area 1 Strategy: Perform gap assessment of those States that cannot comply. Establish plans to reach desired compliance, including coordinated international support where necessary to close gaps. Related Roadmap Best Practice and metrics: BP1b-1 Strategy: Compliance with international SARPs is assessed on a continuing basis through ICAO USOAP and other equivalent means of assessment, Coordinated international support is being provided where necessary. Related Roadmap Best Practice and Metrics: BP1b-1 (GSI-5) Consistent coordination of regional programmes Primary Stakeholders: ICAO, States, Regions Focus Area 5 Strategy: Design regional mechanisms and build

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2009 and 2010	and other stakeholders in line with the process detailed in year 2008 b) above. c) Report on overall implementation of the Programme, including proposals for the coming years will be presented to the 37th Session of the ICAO Assembly.	Regional Safety Oversight Organization would have been established and the necessary documentations (common regulations, operating check-list, guidance material, etc., drafted. Additional Safety Oversight Organizations would be initiated in 2009 with establishment occurring in 2010.	on existing ones in order to foster consistency Related Roadmap Best Practice and metrics: BP5a-1 to 3 Strategy: Assign priority of action to regions on the basis of risk assessment Related Roadmap Best Practice and metrics: BP5b-1 to 2
2011	a) Consolidation of ACIP Programme activities in respect to enabling States to develop and maintain robust and sustainable safety oversight capability.	a) The following activities would have been completed in 2011: - An integration plan for the Programme into the activities of the Regional Offices would have been developed in 2010 for the consideration of the Council and the Assembly. - The integration plan as approved by Council and endorsed by the Assembly would start to be implemented early in	(GSI-5) Consistent coordination of regional programmes Primary Stakeholders: ICAO, States, Regions Focus Area 5 Strategy: Design regional mechanisms and build on existing ones in order to foster consistency Related Roadmap Best Practice and metrics:

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2011	b) ACIP ceases to exist as a special Programme and its activities are integrated with the activities of the Regional Offices.	2011 with an aim of completing the implementation by November 2011. • All on-going ACIP activities would be consolidated and integrated into the Regional Office programmes by November 2011.	BP5a-1 to 3

— END —