



AFI COMPREHENSIVE IMPLEMENTATION PROGRAMME (ACIP)

STEERING COMMITTEE MEETING

Montreal, 14 to 15 February 2008

Agenda Item 3: Enhancing aviation safety culture of African aviation service providers

(Presented by the Secretary)

1. INTRODUCTION

1.1 ICAO safety oversight audits, in addition to revealing a lack of effective implementation of a safety oversight system, have shown that the weaknesses manifested in State's civil aviation systems are also reflected within the aviation service providers in most of the States. Many of the aviation service providers in Africa have not developed a viable safety management system and there is significant misunderstanding about safety responsibilities and accountability. Over the last five years (2002-2006), a total of 243 records of accidents and serious incidents were reported with the State of occurrence being in the African region. Twenty seven further accidents and serious incidents involving African registered aircraft occurred in non-African States.

1.2 The data available indicates that 39 African States have suffered accidents and serious incidents in Africa during the timeframe in question. Twelve States have only one accident recorded and 11 States have 2 recorded accidents each. Six States suffered over 10 accidents with the highest three recorded at 52, 36 and 18 accidents, respectively. The remaining 16 States have suffered 3 and more accidents. The 27 reports available on the ADREP/ECCAIRS database of accidents and serious incidents suffered by African registered aircraft in States not in Africa contain 10 accidents and 17 serious incidents.

1.3 In terms of serious accidents, the reported cases are far from being represented due to the low reporting culture of the African States (at a calculated value of 9 %). Statistically there should be many more serious incidents than accident reports, but due to the culture of not reporting serious incidents, the database for Africa lacks these reports. It is noted that the ratio of accident reports to serious incident reports from occurrences in States other than African States are more representative of the normal spread of reports. Nonetheless, it is still considered that the number of accidents captured in the ADREP system database, even in an open status (approximately 64%), is fairly accurate as an aircraft accident is not easily hidden from the news media.

1.4 Visits to aviation service providers (airlines, air traffic services and airports) as part of the activities of the safety oversight audit programme reveal that, in many instances, aviation service providers have taken advantage of the weaknesses of the civil aviation authorities in their respective States and not adhered to international safety practices. Although aware of the consequences of accidents, senior management in those service providers lack adequate awareness of safety management systems. As a result, profit driven operational requirements have had a priority over safety requirements in terms of

duty time and flight time limitations, provision of recurrent and maintenance of proficiency training, extension of medical examinations, etc.

2. ANALYSIS AND PROPOSED ACTION PLAN

2.1 Audit findings and operational safety assessments indicate that problems associated with aviation safety are not limited to the civil aviation authorities. In many cases, it has been noted that awareness of safety responsibility and accountability is not as widespread as would have been expected and several air transport operators, air traffic service providers and airport operators have not implemented aviation safety and accident prevention programmes or safety management systems as part of their business management activity. Higher management lacks the awareness that it has ultimate responsibility and accountability with respect to the safety of their business and continue to hold operational personnel responsible for any safety related failures although the probable cause could be failure at the organizational level.

2.2 The success of enhancing aviation safety in Africa, in addition to enabling States to establish and maintain an effective safety oversight system and resolve identified deficiencies, requires that aviation service providers in the continent should also be helped in the development and establishment of appropriate safety management systems and in raising higher management's awareness in terms of their responsibility and accountability for the safety of their operations.

2.3 To this end, ACIP intends to work closely with the International Air Transport Association (IATA), African Airlines Association (AFRAA), Airport Council International, Africa (ACI-Africa), the Industry Safety Strategy Group (ISSG) and the Safety Management Programme of the ICAO Air Navigation Bureau and the African aviation service providers with the aim of spreading awareness of safety management systems and raising awareness in safety responsibility and accountability within the aviation service providers.

2.4 ACIP and its partners' action in this respect will not be limited to the conduct of seminars and workshops. The goal is to partner with IATA, AFRAA and the Air Navigation Bureau to provide practical support for the establishment of safety management systems in African Airlines. This will be done in line with the medium-term objectives of the AFI Plan, which, inter alia, aims to "*ensure expeditious implementation of aviation safety management systems for airports, air navigation service providers and airlines*".

2.5 A programme of activities concerning air navigation services and airports shall be established in close coordination and cooperation with ACI-Africa, and African Regional Organizations such as ASECNA and CANSO, the African Planning and Implementation Group (APIRG), the Air Navigation Bureau and ISD-Safety. The programme shall follow the same principles as the programme for the airlines and will focus on the development and establishment of effective safety management programmes.

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

3. **ACTION BY THE STEERING COMMITTEE**

3.1 The Steering Committee is requested to:

- a) Review and agree with the proposals presented in paragraph 2 of this paper;
- b) Review and approve the activities of ACIP as detailed in the Appendix of this paper;
and
- c) Instruct the Secretariat with additional actions it deems necessary.

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Appendix

Year	Enhancing aviation safety culture of African aviation service providers	Expected outcome	GASP Focus Area, Related Roadmap Best Practice & Metric
2008	a) At least four airlines in four States will be offered support in enhancing their safety management systems in coordination and cooperation with IATA, AFRAA and ANB. The selection and prioritization of airlines to be supported and the type of assistance to be provided will be determined by ACIP, IATA and AFRAA; b) Similar support will be provided to airports and air traffic service providers of at least four States in coordination and cooperation with ACI-Africa, ASECNA, CANSO and ANB to enhance safety management systems within the relevant organizations. The type of support to be provided (seminar/workshop, training, establishment of a safety management system, etc.) will also be determined in cooperation and coordination with the concerned Organizations; c) Technical experts from ICAO (ANB, Regional Offices, ISD-Safety, COSCAPs) will be engaged in providing the required support per an agreed upon and pre-established schedule and shall achieve pre-defined and determined results;	a) By the end of 2008, aviation service providers in at least four States would have been provided safety management system training courses. b) Airlines, air traffic management services and airport operators in those States would have been provided with assistance in establishing a viable safety management system. c) The Civil Aviation Authorities of those States would also have been assisted to develop and establish a national safety programme.	(GSI-7) Consistent use of safety management systems (SMS) Primary Stakeholders: Industry Focus Area 7 Strategy: SMS is mandated across all sectors and disciplines of the industry. Related Roadmap Best Practice and metrics: BP7a-1 Strategy: Develop a plan for incorporation of SMS into audit processes. Related Roadmap Best Practice and Metrics: BP7b-1 Strategy: Develop audit processes to assess operation of SMS function.. Related Roadmap Best Practice and Metrics: BP7b-1 Strategy: Implement review of SMS during audits. Related Roadmap Best Practice and Metrics:

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2008	d) ACIP will coordinate activities with respect to the implementation of the actions and will be responsible for managing the overall implementation of the activities and monitoring the outcome. ACIP technical officers can also be engaged in providing support in cooperation with the other partners; e) The Steering Committee and the management of the partner Organizations will be apprised of progress made in the implementation of the action plan, as would other relevant stakeholders; f) A progress report will be presented to the ICAO Council during every other Session, starting in November 2008.	d) Information on progress achieved would be forwarded to the Steering Committee, States, industry partners and other stakeholders every quarter starting in September 2008.	BP7b-1 Strategy: Define interface points between industry focus areas and develop a plan for SMS programme integration across all interfaces.. Related Roadmap Best Practice and Metrics: BP7e-1 to 4
2009 and 2010	a) The activities listed above for 2008 will be enhanced and continued through 2009 and 2010 and the schedule of support provisions will be increased on a basis of decisions taken by the cooperating organizations, listed above. Actions will remain similar to that of 2008 unless amended on the basis of experience gained; b) Report on overall implementation of the Programme, including proposals for the	a) By the end of each year aviation service providers in at least six States would have been provided safety management system training courses. b) Airlines, air traffic management services and airport operators in those States would have	(GSI-7) Consistent use of safety management systems (SMS) Primary Stakeholders: Industry Focus Area 7 Strategy: SMS is mandated across all sectors and disciplines of the industry. Related Roadmap Best Practice and metrics:

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2009 and 2010	coming years will be presented to the 37 th Session of the ICAO Assembly.	been provided with assistance in establishing a viable safety management system. c) The Civil Aviation Authorities of those States would also have been assisted to develop and establish a national safety programme. d) Information on progress achieved would be forwarded to the Steering Committee, States, industry partners and other stakeholders at the end of each quarter.	BP7a-1 Strategy: Develop a plan for incorporation of SMS into audit processes. Related Roadmap Best Practice and Metrics: BP7b-1 Strategy: Develop audit processes to assess operation of SMS function.. Related Roadmap Best Practice and Metrics: BP7b-1 Strategy: Implement review of SMS during audits. Related Roadmap Best Practice and Metrics: BP7b-1 Strategy: Define interface points between industry focus areas and develop a plan for SMS programme integration across all interfaces.. Related Roadmap Best Practice and Metrics: BP7e-1 to 4

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2011	a) Consolidation of ACIP Programme activities in respect to the strengthening of safety awareness and safety culture among African aviation service providers; b) ACIP ceases to exist as a special Programme and its activities are integrated with the Regional Office activities and/or other Organizations' activities as applicable.	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 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.	(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: BP5a-1 to 3