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

DRAFT

**UPDATED FOR THE EXTENDED PERIOD
(1 JUNE 2025 TO 31 DECEMBER 2030)**

1. **Programme Title:**   COMPREHENSIVE REGIONAL IMPLEMENTATION PLAN
                                  FOR AVIATION SAFETY IN AFRICA (AFI PLAN)

2. **Executing Agency:**   International Civil Aviation Organization (ICAO)

3. **Eligible States:**   All African States

4. **Programme Duration:**   66 Months (June 2025-Dec 2030)

5. **Revised Estimated Budget:**

6. **Strategic Objectives:**   A – Safety and B- Air Navigation Capacity and Efficiency

Brief Description: This proposal is a revision of the existing AFI Plan Programme Document. The purpose of the Plan, which has been extended through the 2025–2030 planning cycle, is to continue to be implemented through coordination among key stakeholders in the region and beyond, including multilateral donor organizations. The aim is to enhance safety oversight capacity in the region in a sustainable manner under the guidance and leadership of ICAO.

The Comprehensive Regional Implementation Plan for Aviation Safety in Africa (AFI Plan) was launched by ICAO in 2008 to address safety deficiencies across the Africa-Indian Ocean (AFI) region. The AFI Plan has remained a dedicated ICAO project focused on building sustainable safety oversight systems, resolving safety concerns, and promoting a strong aviation safety culture. Independent evaluations conducted in 2015 and 2022 reaffirmed its relevance and recommended updating the programme to align with evolving aviation dynamics.

Since 2016, the AFI Plan has expanded its scope through a project-based approach, supporting States in areas such as aerodrome certification, aircraft accident investigation (AIG), and State Safety Programme (SSP) implementation. These initiatives have contributed to notable progress in improving safety oversight, addressing significant safety concerns, and enhancing regional cooperation through RSOOs and RAIOs.

Sustaining this progress and achieving Global Aviation Safety Plan (GASP) and Global Air Navigation Plan (GANP) targets requires continued investment and coordination. Acknowledging this, the ICAO Council and the 41st ICAO Assembly endorsed the continuation of the AFI Plan beyond 2024, with an expanded scope to include aviation infrastructure planning. The updated 2025–2030 Programme Document reflects this vision and incorporates revised governance, monitoring mechanisms, and priority actions to ensure long-term aviation safety improvements across the region.

Table of Contents

1.   CONTEXT

The air transport sector in Africa is the least developed, but one of the fastest growing in the world. The continent has unique geographic and economic factors that shape the air transport development. The main factors determining the roles of air transport are described below.

1.1   Large Size and Population

1.1.1   Africa's large geographic size (20.3 percent of the world's land area), ragged terrain, and uneven population distribution, where 90 per cent of the population are concentrated in less than 21 per cent of the land surface, have resulted in sparse demand. As a result, despite being home to more than 1.3 billion people (i.e., 15 percent of the world's population) and having 47 cities with populations of more than one million, Africa accounts for less than 3 per cent of the world's air transport demand. Sparse demand and thin routes have put Africa's air transport demand at the bottom of the world.

1.2   Low Average Income

1.2.1   The positive relationship between air transport demand and income also applies to Africa. An analysis shows that there is a positive correlation between GDP growth and air transport in the continent. Prior to the COVID-19 pandemic, the global total seat capacity has grown over a decade at a roughly similar pace to the GDP (in real terms) by a compound annual growth rate (CAGR) of 3.6 per cent. Similarly, the average capacity in Africa grows though its pace differs regionally and by market segment.

1.2.2   According to the World Bank Report, on COVID 19 Pandemic and Africa aviation Policy Note -2022, the pandemic has put Africa into its first recession in 25 years and has been particularly hard on travel- and tourism-dependent island states. The low average income of the continent coupled with the pandemic had a significant impediment for the growth and development of aviation. However, according to the African Airline Association (AFRAA), the performance of air transport in 2023 is better than pre COVID-19. Accordingly, since November 2023, traffic carried by African airlines exceeded the 2019 level. In January 2025, African airlines RPKs grew by 15.0% year-on-year (YoY), further accelerating and returning to a double-digit, with an estimated 98 million passengers carried by African airlines in 2024.

1.2.3   Despite the encouraging growth and positive correlation between the air transport demand and income, Africa's share of the air transport market remains less than 3 per cent. This is mainly because the average annual per capita disposable income in Africa is still very low. Though there is of course a very small, wealthy sector and a growing middle class, most Africans cannot yet afford to travel by air.

1.3 Substantial Trade and Tourism Potential

1.3.1 During the decade prior to COVID-19, trade and investment has grown significantly in Africa. The volume of trade will continue to increase, which requires better logistic support of which air transport capacity enhancement is an important factor.

1.3.2 Africa has immense potential for tourism due to its diverse cultures, stunning landscapes, and unique wildlife. The continent is home to many natural wonders such as the Sahara Desert, the Nile River, the Serengeti Plains, and Victoria Falls. It also boasts rich cultural heritage, with many distinct ethnic groups and languages.

1.3.3 The average number of tourists in Africa has been growing over the years however, the sector faces challenges such as inadequate infrastructure, political instability in some regions, and limited marketing. Efforts are being made to overcome these obstacles, with many countries investing in tourism infrastructure and promoting sustainable tourism practices, including expansion of air transport services and airport infrastructure.

1.3.4 With the right strategies and investments, Africa has the potential to become a major player in the global trade and tourism, contributing significantly to economic growth, job creation, and cultural exchange.

1.3.5 In the above context, air transport plays an indispensable role for the development and growth of the continent. Although the relatively high cost of air transport places it beyond the individual reach of most of the population, a safe, effective, efficient, and balanced network of air services is essential to the continent's overall economic development. In these observations, the operative adjectives are safe, effective, efficient, and equitable. As an extension of the AFI Plan, the key emphasis of this programme is to propose a clear objective and set of initiatives with deliverables within the planning period from 2025 to 2030 to improve and sustain aviation Safety in Africa.

2. AIR TRANSPORT POLICY FRAMEWORK

2.1 Global Air Transport Policy

2.1.1 The Convention on International Civil Aviation establishes the basic principles to be followed by governments to ensure that international air transport services may be developed in an orderly, regular, efficient, economical and harmonious manner. It is therefore one of the purposes of ICAO to support principles and arrangements in order that international air transport services may be established on the basis of equality of opportunity, sound and economic operation, mutual respect of the rights of States and taking into account the general public interest.

2.1.2 Inconsistence to the above principle and considering the development of global air transport services over the years, the International Civil Aviation Organization (ICAO) advocates for the liberalization

of air transport through various policies and agreements. The key aspects of ICAO's policy on air transport liberalization encourages States to open their air transport markets to foreign airlines, allowing them to compete on routes and services in order to promote competition, which can lead to lower airfares and increased choices for passengers. It also advocates for fair competition in the air transport industry. This includes measures to prevent anti-competitive practices, such as predatory pricing or unfair subsidies, which can distort the market and harm consumers. To this end, ICAO provides guidance on creating a regulatory framework for air transport that is transparent, non-discriminatory, and in line with international standards. This helps create a level playing field for airlines and promotes a safe and efficient air transport system.

2.1.3 In general, ICAO's long-term vision for air transport liberalization aims to create a globally harmonized and economically viable aviation system, fostering greater connectivity and economic growth for all stakeholders. This vision focuses on continuously liberalizing international air transport, ensuring safety, security, and fair opportunities for all.

2.2 Air Transport Policy in Africa

2.2.1 The Yamoussoukro Decision (YD) which was adopted in 2000 by heads of African States to progressively liberalize air transport within the continent is the most important regional air transport policy document. The decision was signed in Yamoussoukro, Côte d'Ivoire, and was expected to progressively eliminate all non-physical barriers relating to the granting of traffic rights, particularly the 5th freedom traffic right, the capacity of aircraft, tariff regulation, designation of airlines and air freight operations.

2.2.2 Under the Agenda 2063, the African Union has established a flagship programme called the Single African Air Transport Market (SAATM) with the aim to create a single unified air transport market as well as the liberalisation of civil aviation in Africa as an impetus to the continent's economic integration agenda. SAATM is to be attained through the immediate implementation of the YD. Currently, 37 countries subscribed to the SAATM solemn commitment. The benefits of air liberalization are not just confined to employment and GDP related impacts. The increased air service and connectivity resulting from liberalization has the potential to enhance and support a wide range of activities and opportunities that improve the quality of life in local communities, as well as throughout each State. In addition, an expedited implementation of SAATM would provide an affordable, reliable, and fast transportation system to support the continent achieving other priority areas of the African Union's Agenda 2063 and the United Nations' Sustainable Development Goals (SDGs).

2.2.3 Various studies conducted by Regional Economic Communities including the Inter VISTAS study on the impacts of liberalising the air market in Africa considering 12 countries (Algeria, Egypt, Tunisia, Ethiopia, Kenya, Uganda, Angola, Namibia, South Africa, Ghana, Nigeria and Senegal) showed that the impact of liberalising the air transport market extends beyond the benefits to the travelling public and cargo shippers, it also has a progressive impact on enhancing trade and tourism, attracting new businesses, encouraging investment, increasing productivity and stimulating the economic growth of the continent at large.

2.2.4   Despite the challenges, the deliberate policy measures and efforts to liberalize the air transport market in Africa are producing positive outcomes. It is reasonable to assert that African airlines now enjoy increased market access and offer more extensive networks, providing passengers with better options than in previous years. Though few, the increased market access creates an opportunity for African airlines to better position and compete globally attracting more passengers and shippers that contribute to the development of the continent. In this context, it is important to emphasize that the effort to fully liberalize the continent's air transport sector should continue without pause, as it holds the promise of even greater economic and social benefits. However, this traffic growth and market opening must be accompanied by the strengthening of safety and security oversight systems, and aircraft accident investigation capabilities to ensure that the benefits of liberalization are sustained and that public confidence in African aviation is preserved.

3.   THE COMPREHENSIVE REGIONAL IMPLEMENTATION PLAN FOR AVIATION SAFETY IN AFRICA (AFI PLAN)

3.1   Programme Description- Background

3.1.1   The Comprehensive Regional Implementation Plan for Aviation Safety in Africa (AFI Plan) was endorsed by the 36th Session of the ICAO Assembly and established by the ICAO Secretary General on 1 January 2008 to address civil aviation safety deficiencies in the Africa-Indian Ocean (AFI) region. The programme has since been providing assistance to States with a focus on the establishment of effective and sustainable safety oversight systems through the implementation of the eight critical elements and fostering of aviation safety culture in Africa.

3.1.2   In 2009, the ICAO Council decided (C-DEC 188/11) that the programme activities should be integrated into the ICAO Regional Offices' regular work programme as of January 2010. Although the activities are integrated into the Regional Offices' activities, the programme activities and its management continue to function as a specific Africa-wide ICAO implementation support programme since 2010.

3.1.3   In 2015 and 2022, the ICAO Office of Internal Oversight (OIO) evaluated the AFI Plan with a view to providing an independent review of the programme performance in accordance with the set targets and deliverables of the original and revised programme documents. The evaluation looked at the relevance, design, management, and governance of the programme since its inception and made several recommendations to ensure effective and continued implementation of the programme. One of the key findings from both evaluations confirmed that the AFI Plan has contributed significantly to improvement in aviation safety in Africa and has therefore remained highly relevant.

3.2   Milestones achieved by the Plan from the Inception, 2008 – 2024

3.2.1   Over the years, significant progress has been achieved in enhancing aviation safety in Africa as a result of the considerable efforts undertaken by ICAO through the AFI Plan. The programme continues to register significant gains towards the attainment of the Global Aviation Safety Targets and the Regional Abuja

Aviation Safety Targets, including the improvement of the level of EI of the critical elements of States' safety oversight systems, the resolution of SSCs, the certification of aerodromes used for international operations, the establishment and strengthening of regional safety oversight and aircraft accident and incident investigation organizations (RSOOs)/ (RAIOs), and the capacity building through various training activities.

3.2.2   In addition to the traditional States' support mechanism, the AFI Plan has adopted a project-based approach over the past eight years by developing and launching specific projects. Since 2016, seven projects were presented and approved by the AFI Plan SC and are currently being implemented. These projects are related to aerodrome certification, search and rescue (SAR), air navigation service providers (ANSPs) peer review, state safety programme (SSP) implementation, aircraft accident and incident investigation (AIG), the fundamentals of safety oversight (FSO) and aeronautical information management (AIM), the objective being to assist States in achieving a sustainable aviation safety oversight level in the region. These projects were revised and aligned with the scope and timeframe of the programme to help achieve the broad and specific programme objectives.

3.2.3   Efforts made over time in achieving sustainable safety improvements have already shown tangible results. Following the USOAP-CMA validation activities, many States have registered significant improvements in their safety oversight systems as evidenced by the increase in their EI scores. Between July 2012 and March 2024, the number of States throughout the AFI region with a level of EI of 60 per cent and greater increased from 14 to 31, and the number of States with SSC declined from 20 to none by October 2022, although it increased recently to five, relating to deficiencies in calibration of Navigational Aids and validation of instrument flight procedures.

3.2.4   The various project implementation activities have also supported States to enhance their safety oversight capacity in specific areas. The aerodrome certification project so far realised the certification of 18 international airports in 17 States. Some of these States, including their airport operators and industry, have been able to build capacity and are in the process of certifying additional international airports within their territories.

3.2.5   With respect to Air Navigation Services (ANS), the AFI Plan developed an implementation project to support the African ANSP Safety and Quality Assurance (ASQA) Programme through a peer review mechanism established in 2015. The main goal of this initiative is to assist ANSPs to continuously improve the safety and quality of air navigation services in view of the limited ANS regulatory oversight in the African region. Accordingly, a programme reference manual as well as a cooperation framework and a roadmap were developed and endorsed to govern the implementation of the African ANSP peer review programme, among other cooperation activities in air navigation services. Within the established cooperation framework and in accordance with the ANSP roadmap, a Memorandum of Cooperation (MoC) was signed among ANSPs for the improvement of air navigation services on the African continent. This positive development enhanced the membership of the African ANSP peer review programme significantly. Currently, 35 States fully support

activities pertaining to the attainment of the global and regional targets through the peer review mechanism. Various direct supports to States and workshop and seminars have been provided under the SAR, SSP and AIG projects to enhance the safety oversight capacity of States.

3.2.6   In addition to the ongoing projects, a new project on capacity building for aviation professionals in the AFI region was initiated to develop sustainable professional personnel to carry out effective regulatory and oversight responsibilities in each ICAO Strategic Objectives.

3.2.7   In support of States requiring more qualified technical staff, the AFI Plan has conducted numerous activities including seminars and workshops in various safety-related fields. Over 2300 personnel from African States have benefited from these activities since 2008. Furthermore, another project was initiated during the COVID-19 pandemic to increase online training enrolments of aviation professionals from Civil Aviation Authorities (CAAs) in Least Developed Countries (LDCs) in Africa to sustain the knowledge, skills and overall competencies of relevant CAA staff on a number of key operational and/or technical areas. Accordingly, over 110 participants from 28 States were trained under this initiative.

3.2.8   The Ezulwini Ministerial Declaration on Regional Safety Oversight Organizations (RSOOs) in Africa called for the conduct of a specific study for supporting and strengthening AFI RSOOs. In accordance with this Declaration and taking into account results of the global RSOO evaluation conducted by ICAO in 2017, a study was conducted under the AFI Plan to enhance the organizational capacity of the AFI RSOOs. Currently, in collaboration with the European Aviation Safety Agency (EASA), a feasibility study to implement the proposed strategy in the study has been concluded. The implementation of this strategy is expected to enhance the effectiveness and sustainability of the RSOOs in the region.

3.2.9   The aviation infrastructure for Africa gap analysis was conducted in response to ICAO Council Decision (C-DEC 214-7) at its 214th Session, on the implementation of the Declaration and Framework for a Plan of Action for Development of Aviation Infrastructure in Africa. The objective of the gap analysis was to carry out a State-by-State evaluation and determine the current status of implementation of aviation infrastructure based on global, regional and national requirements, taking into account existing traffic levels, demand and capacity in the African region. The gap analysis is to serve as a basis and provide inputs for the preparation of regional and national aviation plans and ensure that the development of aviation infrastructure complies with ICAO Standards and Recommended Practices and responds adequately to traffic and capacity demands. A follow-up study conducted in 2023 on collaborative and cooperative approach by the African Union Commission (AUC), AFCAC, ICAO and other partners through the technical working group (TWG), with success in the data collected and analysis of the existing infrastructure gaps. ICAO played a critical role in this study to design a questionnaire and collect information, conduct the analysis and issue the analysis report. The outcomes of the Aviation Infrastructure Gap Analysis should feed into the development of list of costed bankable national or regional projects that serve to address the existing infrastructure GAP and future demand of air transport in the region.

3.3   Theory of Change

3.3.1   Despite the progress made in improving aviation safety in Africa through the AFI Plan and the efforts of aviation partners, additional efforts, resources, and time are critically needed to sustain achievements and further strengthen States' safety oversight capacities in line with the Global Aviation Safety Plan (GASP) and Global Air Navigation Plan (GANP).

3.3.2   Today, the average Effective Implementation (EI) score in the AFI Region is around **61%**, compared to the global average of **70%**, highlighting a gap. While notable progress have been made, including the **resolution of all Significant Safety Concerns (SSCs)** as of 2015, although new SSCs related to calibration of navigation aids and validation of instrument flight procedures have emerged in the ANS since 2019, many States still face challenges in achieving sustainable improvements.

3.3.3   Key challenges include:
- Resolving existing SSCs and preventing new ones.
- Improving effective implementation of ICAO SARPs.
- Expanding the pool of qualified aviation professionals.
- Certifying aerodromes. 43% of international airports in Africa are fully certified.
- Strengthening RSOOs, RAIOs; and
- infrastructure planning and implementation.

3.3.4   By intensifying targeted assistance, capacity building, and resource mobilization under the AFI Plan, States will strengthen their oversight systems, improve compliance with SARPs, and build resilient aviation ecosystems. As a result, Africa's overall safety performance will improve, operational risks will be reduced, and a more sustainable and competitive aviation sector will be fostered.

3.3.5   The continuation and expansion of the AFI Plan through 2025–2030, as supported by the ICAO Council and endorsed by the 41st ICAO Assembly, are essential to sustaining progress, integrating air navigation and infrastructure initiatives, and ensuring that African aviation continues to drive the continent's broader socio-economic development goals.

3.3.6   Through this Theory of Change, the AFI Plan seeks to build upon past successes and ensure that the African aviation sector is not only safer but also better positioned to drive the continent's broader economic and social development goals.

4.   DESCRIPTION OF THE PLAN

4.1   Plan Overview

4.1.1   The programme was formally launched in 2008 under the AFI Comprehensive Implementation Programme (ACIP) for an initial period of four years (2008-2011) to implement various initiatives in collaboration with regional organizations, States' authorities and industry. The aim was to enhance safety

oversight capacity in the region in a sustainable manner through the guidance and leadership of ICAO. The AFI Plan, which has been extended through the 2025–2030 planning cycle, will continue to be implemented through coordination among key stakeholders in the region and beyond, including multilateral donor organizations.

4.1.2　　Focus will be put on the resolution of existing Significant Safety Concerns (SSC) and prevention of emerging ones, as well as the timely implementation of USOAP-CMA Corrective Action Plans (CAPs). Concurrently enhancing State safety oversight capacity and strengthening Regional Safety Oversight Organizations will also be provided through specific projects designed to address objectives within the States or group of States.

4.1.3　　The plan prioritized direct support activities to enhance safety oversight capacity in the region, focusing on meeting the specific needs of States and associated risks. This prioritization is based on examining the available resources and the targeted State's ability to absorb the assistance objectives. States with high levels of deficiencies in their systems and a demonstrated commitment to improve will receive priority with particular focus to address critical deficiencies.

4.2　Objectives of the Plan

4.2.1　　The broad objective of the AFI Plan is to enhance aviation safety in Africa in a sustainable manner as well as to provide a structured and coordinated approach for participation of all stakeholders in the effort to increase aviation safety in the region, allowing efforts to be driven not only by States but also by all stakeholders involved in the air transport system. In this context, the specific objectives of the Plan are:

Through ROST assistance, specific projects, capacity building activities, studies and other activities:

I. Assist States in strengthening their safety oversight and safety management capacity through
   a. Increase in the level of implementation of safety oversight in the region
   b. Increase in the certification of aerodromes used for international operations
   c. Increase in the level of Implementation of the State Safety Program
II. Support regional safety oversight organizations (RSOOs) and regional aircraft accident investigation agencies (RAIOs)
   a. Support the establishment, strengthening and integration of RSOOs/RAIOs for effective and sustainable functioning
   b. Enhance the coordination and planning of assistance activities
III. Assist States in long-term planning, especially with regards to infrastructure
   a. Increase the level of implementation of the BBBs in States
   b. Increase the level of ASBU implementation
IV. Support States enhancing implementation capacity
   a. Provide critical safety related training
   b. Build States' capacity to prepare and implement Civil Aviation Master plans and State safety plans.

4.3 Implementation Strategy

4.3.1 The Plan employs several key strategies for implementation, including the development of specific projects and activities aimed at addressing deficiencies in States through both regional and national (country-specific) approaches. The successful implementation of these activities will rely on close collaboration and coordination with regional institutions such as the AUC, AFCAC, and RSOOs, as well as with industry stakeholders and financial partners. The proposed costed activities and projects are attached in **Appendix C** to this document.

4.4 Link between the AFI Plan and ICAO's Strategic Objectives

4.4.1 The objectives of the Plan are closely linked to two Strategic Objectives of ICAO A: Safety – Enhance global civil aviation safety; and Strategic Objective B: – Increase the capacity and improve the efficiency of the global civil aviation system.

4.5 Risks and Contingency Plan

4.5.1 The general risks which affect all AFI Plan projects are described in **Appendix B** to this document. These risks will be included in the individual project documents and described in more detail, in particular with regards to impact and response.

4.6 Lessons learned

4.6.1 The AFI Plan holds substantial potential to significantly enhance aviation safety across Africa by fostering stronger partnerships and collaboration with key stakeholders such as the African Civil Aviation Commission (AFCAC), Regional Safety Oversight Organizations (RSOOs), the African Aviation Training Organization (AATO), and others. To fully harness this potential, it is essential for the AFI Plan to focus on building the institutional and technical capacity of these organizations. Establishing joint programs and aligning efforts can foster synergy, avoid duplication of efforts, and enhance the overall effectiveness of safety initiatives on the continent.

4.6.2 Recognizing that Member States determine their level of commitment to aviation safety based on political will and available resources, it is vital that AFI Plan activities be planned in close consultation with these States. This approach ensures alignment with national priorities, secures buy-in, and increases the likelihood of sustained implementation. Although the AFI Plan has undoubtedly contributed to safety improvements in Africa, the insufficient results-based management (RBM) framework has limited its ability to attribute specific measurable achievements directly to its interventions. Implementing a strategic planning and monitoring system grounded in RBM principles would not only enhance transparency and accountability but also provide a clear linkage between activities and measurable outcomes.

5. PROGRAMME MANAGEMENT AND IMPLEMENTATION[1]

5.1   AFI Plan played a crucial role in serving as the coordinating platform for all similar activities performed by different partners.

5.2   The governance of the Plan involves the ICAO Council, the Steering Committee, the ICAO Secretariat whose roles and responsibilities are described in the Governance Framework of the AFI Plan, AFI SECFAL and HRDF. Ref. as **Appendix B**.

5.3   The planning, implementation and monitoring of the Programme will be coordinated by the Programme Officer. The programme will be implemented through the application of programme management principles with clearly defined objectives, output, activities and metrics. This process will also include continuous monitoring and reporting.

5.4   The table in **Appendix A** to this document outlines the management and implementation process of the Programme. Time-bound targets and performance indicators were developed and included to track and measure outputs.

6. PROGRAMME TIMELINE

6.1   In line with the broad and specific objectives and key deliverables, the updated programme timeline is envisaged to run for another six years, through the period 2025-2030. The timelines of individual projects may vary depending on their scopes, activities and objectives.

7. STAKEHOLDERS INVOLVEMENT

7.1   States in the region play a central role as primary stakeholders in the implementation of the AFI Plan, both as beneficiaries and contributors. The commitment of those States identified to receive technical assistance and capacity-building support through the programme are essential to achieving its regional safety oversight objectives. Equally important are the States that contribute resources, including financial support and the secondment of technical experts, which are critical to sustaining the programme's momentum. Their involvement not only ensures ownership and sustainability but also reflects a strong commitment to collective progress in aviation safety across the continent.

7.2   Projects development should consider States' needs through a comprehensive consultation with States' stakeholders from the inception until the completion of the implementation activities. Appropriate coordination processes should be established to ensure their consistent involvement in the implementation activities.

---

[1] This section is consistence with the AFI Plan, AFI SECFAL Plan and the HRDF Governance structure

7.3   In addition to States, regional organizations such as the African Civil Aviation Commission (AFCAC), Regional Safety Oversight Organizations (RSOOs), and the African Aviation Training Organization (AATO), along with various industry partners, are also key actors in the ecosystem. These partners are encouraged to actively develop and submit projects and initiatives through the appropriate ICAO mechanisms to support implementation. Other stakeholders—including airlines, airports, air navigation service providers, manufacturers, maintenance organizations, and international bodies—also contribute significantly to strengthening States' safety oversight systems. Their engagement brings technical expertise, operational insight, and innovative practices that enhance the quality and reach of the programme. To ensure the effective achievement of the AFI Plan's objectives, it is imperative to engage all these stakeholders from the planning phase through to implementation and monitoring. This inclusive approach promotes alignment, transparency, and a shared sense of responsibility.

7.4   The Programme Officer, working in close coordination with assigned Regional Officers, is responsible for ensuring that parallel initiatives are harmonized, duplication is avoided, and synergies are maximized—ultimately enhancing the overall efficiency and impact of the programme.

8.   SAFETY STRENGTHS AND ENABLERS

8.1   ICAO, with its broad global mandate, extensive experience, and proven technical capacity, is uniquely positioned to support Africa in achieving sustainable growth and long-term stability in the aviation sector. Its comprehensive approach to aviation safety and capacity-building, supported by global frameworks such as the Global Aviation Safety Plan (GASP), provides a solid foundation for effective implementation of the AFI Plan. A key strength of ICAO lies in its ability to foster international cooperation, align strategic priorities, and mobilize technical resources, making it a central actor in guiding regional efforts toward improved aviation safety and oversight.

8.2   In this regard, ICAO's Regional Offices serving African States are expected to continue playing a critical role as strategic enablers and coordinators of the AFI Plan. Given their proximity to and direct engagement with Member States, the Regional Offices are well-positioned to understand national contexts, facilitate tailored assistance, and ensure continuous dialogue between States and regional partners. They also serve as the focal point for coordinating activities with key regional organizations such as AFCAC, RSOOs, and AATO, ensuring harmonized efforts across the continent.

8.3   To effectively reach the operational level, the active involvement of airlines, airports, and air navigation service providers is essential, as they directly implement safety procedures and operational improvements on the ground. Therefore, it is important to involve these particular stakeholders while conducting support and strategic engagement with States. Their role and participation in the Plan activities is coordinated under the leadership of their respective Civil Aviation Authorities.

8.4   Additionally, strategic partnerships with institutions such as the African Development Bank, World Bank, AFRAA, the US FAA, IATA, ACI, EASA, and various Regional Economic Communities further reinforce the AFI Plan by contributing technical expertise, funding, and programmatic support. These enablers, when effectively coordinated, create a strong ecosystem that supports States in meeting their international obligations and advancing aviation safety across Africa.

8.5   Various established coordination mechanisms (ICAO Regional Offices/AFCAC/RSOOs/other Stakeholders Annual Coordination meetings, bilateral consultations, …) should be used by all the stakeholders to improve the efficiency of the implementation support provided to States and avoid duplication of efforts, through information sharing and mutual support.

9.   RESOURCES

9.1   The execution of the individual projects of the AFI Plan falls within the general mandate of the Regional Offices. As these Offices do not have the required resources to effectively support the Plan, there is a need to complement the resources already provided under the Regular Programme. It is, therefore, envisaged that the necessary resources required to effectively carry out the programme activities will be made available through voluntary and in-kind contributions. To this end, it is envisaged to develop specific projects in various areas of the key deliverables in order to mobilize resources effectively. The required estimated financial resources corresponding to the activities/Projects are indicated in **Appendix C** to this document**.**

9.2   It has to be highlighted that voluntary contributions alone are likely insufficient to implement the individual projects. In-kind contributions in the form of experts who work for the projects at no cost to the AFI Plan are also necessary.

10.   MONITORING AND REPORTING

10.1   ICAO Regional Offices and stakeholders (AFCAC, RSOOs, …) have to submit projects and activities consistent with the Programme objectives and Key Performance Indicators (KPIs) to the Programme Officer through the ICAO Implementation Support Group (ISG) Platform. The consolidated annual plan will be discussed, reviewed, presented to the SC and approved as per the SC activities schedule.

10.2   Once approved each stakeholder under the coordination of the Programme Officer will monitor the implementation activities and must submit quarterly implementation reports in the specified format to the Programme Officer for consolidation.

10.3   ICAO Regional Offices and stakeholders (AFCAC, RSOOs, …) shall conduct quarterly performance review and provide feedback and necessary guidance. They shall maintain the budget of their respective projects in the SharePoint file on an ongoing basis. This file may also be used to keep track of the activity dates.

10.4   The Steering Committee will continue to monitor and evaluate the implementation of the Plan and report to ICAO Council on the results achieved.

Output	Individual responsible	Individual or group reported to	Frequency of Reporting
AFI Plan Programme activities and Reports	Programmes Officer	Steering Committee	Twice a year – one Virtual
Programme Implementation Reports to the Council	Programmes Officer / Chairperson of the Steering Committee	ICAO Council	Every year
Report to the ICAO Assembly	Programmes Officer / Chairperson of the Steering Committee	ICAO Assembly	Every 3 Years
Report to the African Ministers of Transport	Chairperson of the Steering Committee / AFCAC	African Ministers of Transport	Every 2 Years
Report to DGCA-AFI	Programmes Officer / Chairperson of the Steering Committee	DGCA-AFI	Every 2 Years
Report for AASPG	Programmes Officer	AASPG	Annually

APPENDIX A - MANAGEMENT AND IMPLEMENTATION (OBJECTIVES, OUTPUTS AND ACTIVITIES)

AFI-Plan Objectives	Targets by 2030	Performance Indicators	Reporting Frequency	Responsible Entity	Baseline 2024	Target Values					
						2025	2026	2027	2028	2029	2030
1. Assist states in strengthening their safety oversight and safety management capacity	1.1 Enhance the level of implementation of safety oversight and safety management	AFI-PI 1.1.1: % EI increase of States receiving USOAP-CMA activity *(min of 15% increase 4 audited States)*	**Annual**	ESAF WACAF MID EUR/NAT	ESAF:61.7% WACAF:59% MID: EUR/NAT:	ESAF:65% WACAF: 61.50% MID: EUR/NAT:	ESAF:67% WACAF: 64% MID: EUR/NAT:	ESAF:69% WACAF: 66% MID: EUR/NAT:	ESAF:71% WACAF: 68% MID: EUR/NAT:	ESAF:73% WACAF: 70% MID: EUR/NAT:	ESAF:75% WACAF: 72% MID: EUR/NAT:
		AFI-PI 1.1.2: Number of SSCs (CAPs)	**Annual**	ESAF WACAF MID EUR/NAT	ESAF:1 WACAF:4 MID: EUR/NAT:	ESAF:0 WACAF:0 MID: EUR/NAT:	ESAF:0 WACAF:0 MID: EUR/NAT:	ESAF:0 WACAF:0 MID: EUR/NAT:	ESAF:0 WACAF:0 MID: EUR/NAT:	ESAF:0 WACAF: MID: EUR/NAT:	ESAF:0 WACAF:0 MID: EUR/NAT:
		AFI-PI 1.1.3: Percentage certified international aerodromes	**Annual**	ESAF WACAF MID EUR/NAT	ESAF:42% WACAF:33.3% MID: EUR/NAT:	ESAF:47% WACAF:38% MID: EUR/NAT:	ESAF 53%: WACAF:42% MID: EUR/NAT:	ESAF: 58% WACAF:47% MID: EUR/NAT:	ESAF: 63% WACAF:55% MID: EUR/NAT:	ESAF: 70% WACAF:63% MID: EUR/NAT:	ESAF: 76% WACAF:70% MID: EUR/NAT:
		AFI-PI 1.1.4: : % of States having completed their SSP PQ self-assessment, using the ICAO Online Framework (OLF)/ GAP analysis, with a defined Implementation Plan (Corrective action plan)	**Annual**	ESAF WACAF MID EUR/NAT	ESAF:58 % WACAF:0 MID: EUR/NAT:	ESAF:66.6% WACAF:58 MID: EUR/NAT:	ESAF:70% WACAF:63 MID: EUR/NAT:	ESAF:75% WACAF:68 MID: EUR/NAT:	ESAF:79% WACAF:75 MID: EUR/NAT:	ESAF:83% WACAF:80 MID: EUR/NAT:	ESAF:87% WACAF:85 MID: EUR/NAT:
		AFI-PI 1.1.4: Number of States that have established an SSP		ESAF WACAF MID EUR/NAT	ESAF:1 WACAF:0 MID: EUR/NAT:	ESAF:1 WACAF:1 MID: EUR/NAT:	ESAF:3 WACAF:2 MID: EUR/NAT:	ESAF:5 WACAF:3 MID: EUR/NAT:	ESAF:8 WACAF:4 MID: EUR/NAT:	ESAF:10 WACAF:6 MID: EUR/NAT:	ESAF:12 WACAF:8 MID: EUR/NAT:
2. Support regional safety oversight organizations (RSOOs) and regional aircraft accident investigation agencies (RAIOs)	2.2 Enhance the coordination and planning of assistance activities	AFI-PI 2.2.1: Number of coordinated activities conducted in targeted States	**Annual**	ESAF WACAF MID EUR/NAT	ESAF:7 WACAF: 2 MID: EUR/NAT:	ESAF:7 WACAF:4 MID: EUR/NAT:	ESAF:6 WACAF:5 MID: EUR/NAT:	ESAF:5 WACAF:6 MID: EUR/NAT:	ESAF:3 WACAF:7 MID: EUR/NAT:	ESAF:2 WACAF:8 MID: EUR/NAT:	ESAF:1 WACAF:9 MID: EUR/NAT:
		AFI-PI 2.2.1: Number of initiatives to support the RSOOs/RAIOs establishment, strengthening and integration	**Annual**	ESAF WACAF MID EUR/NAT	ESAF:2 WACAF:4 MID: EUR/NAT:	ESAF:2 WACAF:4 MID: EUR/NAT:	ESAF:2 WACAF:4 MID: EUR/NAT:	ESAF:1 WACAF:4 MID: EUR/NAT:	ESAF:1 WACAF:4 MID: EUR/NAT:	ESAF:1 WACAF:4 MID: EUR/NAT:	ESAF:1 WACAF:4 MID: EUR/NAT:
				ESAF	ESAF:50%	ESAF:60%	ESAF:70%	ESAF:75%	ESAF:80%	ESAF:85%	ESAF:90%

AFI-Plan Objectives	Targets by 2030	Performance Indicators	Reporting Frequency	Responsible Entity	Baseline 2024	Target Values					
						2025	2026	2027	2028	2029	2030
3. Assist States' in long-term planning, especially with regard to infrastructure	3.1 Increase the level of implementation of BBBs in States	AFI-PI 4.1.1: Level of implementation of USOAP-CMA Protocol questions linked to BBBs	**Annual**	WACAF	WACAF:46.2%	WACAF: 50%	WACAF:54%	WACAF:59%	WACAF:63%	WACAF:57%	WACAF 70%
				MID	MID:	MID:	MID:	MID:	MID:	MID:	MID:
				EUR/NAT	EUR/NAT:	EUR/NAT:	EUR/NAT:	EUR/NAT:	EUR/NAT:	EUR/NAT:	EUR/NAT:
	3.2. Increase the level of ASBU implementation	AFI-PI 4.2.1: Level of implementation of ASBU elements	**Annual**	ESAF	ESAF:43%	ESAF:48%	ESAF:53%	ESAF: 58%	ESAF:65%	ESAF: 75%	ESAF:85%
				WACAF	WACAF: 41%	WACAF:50%	WACAF:55%	WACAF:60%	WACAF:65%	WACAF:70%	WACAF:75%
				MID	MID:	MID:	MID:	MID:	MID:	MID:	MID:
				EUR/NAT	EUR/NAT:	EUR/NAT:	EUR/NAT:	EUR/NAT:	EUR/NAT:	EUR/NAT:	EUR/NAT:

15

ID	Description	Cause	Probability	Impact	Monitoring	Response	Owner	Comments
R-001	Lack of funding	Unavailability of funds; delays in transfer of funds	Medium	Delays in project implementation; outputs not delivered	ICAO will continuously monitor the implementation of the project budgets and submit requests for funding within the Organization's resource mobilization framework	Project activities will be rescheduled, or the project scope adapted to the available level of funding	ICAO	Funding is made available in the context of ICAO's resource mobilization framework.
R-002	Lack of available Regional Office staff	Insufficient staffing; high workload; conflicting priorities	Medium	Delays in project implementation, outputs not delivered	The AFI Plan activities will be included in the CPMR and Regional Officers' PACE reports; project progress reports will document implementation progress and highlight root causes for delays.	Regional Officers will review and discuss priorities with their supervisors; if required, project scope and/or timelines will be revised	ICAO	ICAO's own capacity may be easily overlooked in the risk assessment, however the number of different activities and necessary adaptation to unforeseeable events (SSCs, incidents, State requests for assistance, etc.) are likely to impact Regional

ID	Description	Cause	Probability	Impact	Monitoring	Response	Owner	Comments
								Officers' availability and delay project implementation.
R-003	Unavailability of sufficient number of suitably qualified counterparts	Lack of staff; staff qualifications not sufficient	Medium	Delays in project implementation, outputs not delivered	Issues resulting from the unavailability of counterparts will be reported through the project progress reports.	Project activities will be rescheduled, or the project scope adapted to reflect feasible achievements	States	
R-004	Unavailability of suitably qualified seconded experts	Lack of staff, or staff qualifications not sufficient	Medium	Delays in project implementation, outputs not delivered	Issues resulting from the unavailability of seconded experts will be reported through the project progress reports.	Project activities will be rescheduled, or the project scope adapted to reflect feasible achievements	States	The individual projects rely, in part heavily, on experts who are seconded from Member States at no cost to the AFI Plan.
R-005	Delay in deploying experts for on-site activities	Administrative delays, unavailability of suitable experts	Medium	Delivery of outputs is delayed	Identified seconded experts will be contacted as soon as possible to ensure their availability.	ICAO will identify as many potential seconded experts as possible who are available at the agreed deployment dates. In case no suitable expert is available, ICAO will coordinate with the States to reschedule the activities.	ICAO	

ID	Description	Cause	Probability	Impact	Monitoring	Response	Owner	Comments
R-006	Political instability	State-specific	Project- and State-specific	Delays in project implementation due to cancellation or rescheduling of on-site activities; unavailability of counterparts due to personnel changes	ICAO will monitor the political situations and their impact on project activities in the respective States; if necessary, project scope and/or timelines will be adapted.	Project plans will be developed so that there is a balance between high- and low-risk States; where possible, high-level advocacy will be undertaken to reduce the impact of political instability in a given State on project activities, e.g. to obtain support which may result in higher availability of counterparts or in the implementation of recommendations.	States	
R-007	State Ownership	Lack of State Commitment	Medium	Delays in project implementation, outputs not delivered	Regular monitoring and reviewing the commitment and engagement level	Project activities will be rescheduled, or the project scope adapted to reflect feasible achievements	State	

Item	Activity	Estimate 2025/26	Estimate 2027	Estimate 2028	Estimate 2029	Estimate 2030
I	**AFI RSOO Strategic Plan**					
	- Coordinate a follow-up meeting on Ezulwini Declaration with stakeholders and partners - High Level Meeting					
	- Monitoring of the implementation of the AFI RSOO Strategy and Roadmap		15,000	15,000	15,000	15,000
	- Support to RSOO/RAIO in the conduct of their Self-assessment (RRAP)					
	AAMAC & ASSA-AC	10,000		10,000		
	BAGAIA				3,000	
	BAGASOO				5,000	
	URSAC				4,500	
	CASSOA					
	SASO					
II	**Aviation professional capacity building**					
	- Airworthiness Inspector Course (GSI-AIR)	To be supported	80,000	80,000	80,000	80,000
	- Personnel Licencing Inspector Course (GSI-PEL)	Under HRDF	80,000	80,000	80,000	80,000
	- Operations Inspector Course (GSI-OPS)		80,000	80,000	80,000	80,000
	- Training for aerodrome inspectors		60,000	60,000	60,000	60,000
	- Qualification & Training Management Software procurement		40,000	10,000	10,000	10,000
	- Training for ANS inspectors		60,000	60,000	60,000	60,000

Item	Activity	Estimate 2025/26	Estimate 2027	Estimate 2028	Estimate 2029	Estimate 2030
III	**ROST Assistance Activities**					
	- Support to States with SSCs	30,000	20,000	20,000	20,000	20,000
	- ROST Assistance activities to States	80, 000	60,000	60,000	60,000	60,000
IV	**Implementation of AFI Plan Projects**					
	- Implementation of the Aerodrome certification Project	50,000	60,000	60,000	60,000	70,000
	- Implementation of the SSP Project	60,000	90,000	90,000	90,000	90,000
	- Implementation of the revised African ANS Peer Review Mechanism Project	30,000	40,000	40,000	40,000	40,000
	- Implementation of specific projects for low performing States (Central African Republic, Chad, Guinea Bissau, Liberia, Lesotho Djibouti, Eswatini, Comoros, Somalia and South Sudan)		400,000	400,000	400,000	10,000
	- AIM Result-Based Implementation Support (RBIS)	42,000	78,000	68,500		
	- Implementation Support in Data Set Information Services (IDIS)		42,000	38,000		
	- Implementation of OPMET Project on the improvement of the availability of OPMET data at airports States		102,500	66,500	19,000	
	- Establishment and Implementation of National Aviation Safety Plans (NASPs) for States (Six States to be targeted every year)	40,000	60,000	60,000	60,000	30,000
	- Implementation of the Safety Enhancement Initiatives (SEIs) identified in the Regional Aviation Safety Plan for Africa-Indian Ocean (AFI-RASP) in mitigating Controlled Flight Into Terrain (CFIT) related occurrences.	15,000	15,000	15,000	15,000	15,000
	- Implementation of the SAR Project	-	134,300	104,700	80,300	

Item	Activity	Estimate 2025/26	Estimate 2027	Estimate 2028	Estimate 2029	Estimate 2030
	- States ATM contingency planning and management	-	8,800	-	78,430	
V	**Support to the Aviation Infrastructure Gap Analysis related activities**	25,000	15,000			
VI	**AFI Plan SC / APIRG & RASG-AFI Meetings**	52,000	26,000	26,000	26,000	28,600
Total		**434,000.00**	**1,536,600**	**1,443,700**	**1,346,230**	**748,600**
	AFCAC Proposal					
I	AFI-CIS Missions	*80,000*				
II	Assistance for aerodrome certification project	*100, 000.00*				
Total AFCAC		***180, 000.00***				

The estimates are provided in US dollars.