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Report on the
Evaluation of the Regional Portfolio of the
Eastern and Southern African (ESAF) Office
and
The Comprehensive Regional Implementation
Plan for Aviation Security and Facilitation in
Africa (AFI SECFAL Plan)

Office of Internal Oversight

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ACRONYMS

AANDD	Air Navigation Deficiencies Database
ACT-CORSIA	Assistance, Capacity-building and Training - Carbon Offsetting and Reduction Scheme for International Aviation
AFCAC	African Civil Aviation Commission
AFI-CES	African Civil Aviation Commission – Collaborative Expert Scheme
AFI SECFAL Plan	Comprehensive Regional Implementation Plan for Aviation Security and Facilitation in Africa
AFRAA	African Airlines Association
AIDC	Air Traffic Services Interfacility Data Communications
AIG	Accident Investigation Section
ANAC	Autoridade Nacional da Aviação Civil/ Civil Aviation Authority
ANS	Air Navigation Services
API/PNR	Advanced Passenger Information/ Passenger Name Record
APIRG	Africa-Indian Ocean Planning and Implementation Regional Group
ASBU	Aviation System Block Upgrades
ASTC	Aviation Security Training Centre
ATB	Air Transport Bureau
AU	African Union
SEC/FAL	Security / Facilitation
AWAYA	African Women and Youth in Aviation
CAA	Civil Aviation Authority
CAD	Canadian Dollars
CAP	Corrective Action Plan
CAPSCA	Collaborative Arrangement for the Prevention and Management of Public Health Events in Civil Aviation
CART	Council Aviation Task Force
CASSOA	Civil Aviation Safety and Security Oversight Agency
CDI	Capacity Development and Implementation Bureau
CEs	Critical Elements
CMA	Continuous Monitoring Approach
CNS	Communication, Navigation and Surveillance
CPMR	Corporate Performance Management and Reporting
CO ₂	Carbon dioxide
CORSIA	Carbon Offsetting and Reduction Scheme for International Aviation
COVID-19	Coronavirus Disease 2019
C-WP	Council Working Paper
EASA	European Aviation Safety Agency
ECAA	Ethiopian Civil Aviation Authority
EI	Effective Implementation
ESAF	Eastern and Southern Africa

FAA	Federal Aviation Authority
FIRS	Flight Information Regions
GANP	Global Air Navigation Plan
GASeP	Global Aviation Security Plan
GASP	Global Aviation Safety Plan
GASR	Global Aviation Safety Roadmap
GAT	Global Aviation Training
HQ	Headquarters
HLCC	High-level Conference on COVID-19
IATA	International Air Transport Association
ICAO	International Civil Aviation Organization
ICVM	Coordinated Validation Mission
iPACKS	Implementations Packs
ISD-SEC	Implementation Support and Development Section
KCAA	Kenya Civil Aviation Authority
KPIs	Key Performance Indicators
LOC-I	Loss of Control In-Flight
MET	Meteorology
MO	Monitoring Office
NANP	National Air Navigation Plan
NASP	National Aviation Safety Plan
NATFC	National Air Transport Facilitation Committee
NATFP	National Air Transport Facilitation Programme
NCASP	National Civil Aviation Security Programme
NCASP	National Civil Aviation Security Training Programme
NCLB	No Country Left Behind
OECD-DAC	Organization for Economic Co-operation and Development – Development Assistance Committee
OIO	Office of Internal Oversight
OSG	Office of the Secretary General
PBN	Performance-Based Navigation
PIRGs	Planning and Implementation Regional Groups
PKD	Public Key Directory
PQs	Protocol Questions
RASG	Regional Aviation Safety Groups
RASG-AFI	Africa-Indian Ocean Regional Aviation Safety Group
RASFALG-AFI	African Regional Aviation Security and Facilitation Group
RO	Regional Office
ROST	Regional Office Safety Team
RPAS	Remotely Piloted Aircraft System(s)
RSOO	Regional Safety Oversight Organization

RST	Runway Safety Team
SAATM	Single African Air Transport Market
SADC	Southern African Development Community
SAREX	Search and Rescue Exercise
SARPs	Standards and Recommended Practices
SASO	Southern African Development Community Aviation Safety Organization
SC	Steering Committee
SDGs	Sustainable Development Goals
SSCs	Significant Safety Concern
SSeCs	Serious Security Concerns
SSP	State Safety Programme
SWOT	Strengths Weaknesses Opportunities Threats
TRIP	Traveler Identification Programme
UAS	Unmanned Aircraft System(s)
UNEG	United Nations Evaluation Group
UPRT	Upset Prevention and Recovery Training
USAP-CMA	Universal Security Audit Programme Continuous Monitoring Approach
USOAP	Universal Safety Oversight Audit Programme
WACAF	Western and Central Africa

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EXECUTIVE SUMMARY

1. The evaluation of the Regional Portfolio of the Eastern and Southern African (ESAF) Regional Office and the Comprehensive Regional Implementation Plan for Aviation Security and Facilitation in Africa (AFI SECFAL Plan) examined five evaluation criteria (relevance, coherence, effectiveness, efficiency and sustainability) and two cross-cutting themes (gender and passenger rights) using a mixed-methods approach. All evaluation activities complied with the United Nations Evaluation Group (UNEG) Norms and Standards for Evaluation in the United Nations System and ICAO Evaluation Policy.
2. There were two purposes to the evaluation: accountability and learning. The evaluation was used to identify good practices and lessons learned, and to provide recommendations for improved performance and results delivery by the ESAF Regional Office (RO) and the AFI SECFAL Plan. As its scope, the evaluation covered all activities and outputs delivered by ESAF RO, and ESAF and the Western and Central Africa (WACAF) ROs for the AFI SECFAL Plan, during 2020-2024. This evaluation also examined the management and coordination mechanism followed by ESAF RO and the AFI SECFAL Plan. The stakeholders of the evaluation are ESAF RO, WACAF RO, ICAO Headquarters Bureaux, the AFI Plans Steering Committee, the Office of the Secretary General (OSG), Member States, the ICAO Council, Africa-Indian Ocean Planning and Implementation Regional Group (APIRG) and other civil aviation stakeholders.

Main Findings and Conclusions

3. ESAF Regional Office's work encompasses all ICAO Strategic Objectives, including Aviation Security and Facilitation. AFI SECFAL is a thematic programme focused on Aviation Security and Facilitation across the entire African continent. ESAF RO serves as the Secretariat for this programme. The report includes two distinct sections of findings and recommendations presented by the evaluated topics.

The ESAF Regional Portfolio

4. ESAF RO Regional Operating Plan has been relevant to address the needs of Member States and achieve the ICAO Business Plan, the Global Plans (Global Air Navigation Plan (GANP), Global Aviation Safety Plan (GASP) and Global Aviation Security Plan (GASeP) and regional priorities. The Annual Coordination Meeting with regional civil aviation partners and ESAF Member State-level consultations have supported the harmonised implementation of the Regional Operating Plan. However, the planning and harmonization process has been challenged by the unavailability of up-to-date Universal Safety Oversight Audit Programme (USOAP) audit data for several ESAF Member States.
5. Despite facing challenges associated with limitations in resources and capacity of some Member States, the Regional Office has made tangible contributions to improve aviation safety, capacity and efficiency in the region. ESAF RO conducted multiple workshops covering National Aviation Safety Plan (NASP) development, Accident Investigation (AIG), Loss of Control In-Flight (LOC-I), Upset Prevention and Recovery Training (UPRT), aerodrome certification, and runway safety for AFI Member States and partners. As of June 2025, only seven ESAF Member States have published their National Aviation Safety Plans (NASPs), and most States have not yet started developing their National Air Navigation Plans (NANPs). The region has also maintained low scores for aerodrome certification and the establishment of runway safety teams.
6. While there is evidence that the ESAF Regional Office provides relevant technical assistance to help Member States implement the Corrective Action Plans (CAPs) arising from USOAP audits,

the overall level of CAP implementation remains markedly low. Numerous CAPs, including those prepared based on USOAP Audits conducted prior to 2020, have yet to be fully executed. Additionally, ICAO has provided insufficient feedback to Member States on their submitted CAP implementation reports. The Effective Implementation (EI) rate for USOAP/CMA for the region was also below the global average and the GASP targets.

7. ESAF RO has made notable progress in implementing aviation security and facilitation activities by providing tailored technical assistance to Member States to support the implementation of aviation security measures, including CAPs, the Universal Security Audit Programme Continuous Monitoring Approach (USAP-CMA) audit preparation. There is some progress in the regional average of USAP EI. However, the region still has Member States with Significant Security Concern (SSeCs), and the average level of EI for the ESAF region was below the global average and the GAsEP targets.
8. The RO provided targeted support to implement activities under the Economic Development of Air Transport and Environmental Protection Strategic Objectives. These efforts included facilitating workshops, regional coordination activities and supporting the development of State Action Plans (SAPs) for environmental protection—leading to the near-complete achievement of SAP submission targets, with 17 out of 18 ESAF States successfully submitting their plans. The RO has also collaborated with various stakeholders to promote the Carbon Offsetting and Reduction Scheme for International Aviation (CORSIA) and environmental initiatives through events and technical missions, enhancing regional awareness and cooperation.
9. The ICAO Corporate Performance Management and Reporting (CPMR) tool has offered some support for results planning, monitoring, and reporting of the Regional Operating Plan. However, its functionality is limited, as it does not enable consistent performance measurement or clear reporting of achieved results. This has led regional officers to rely on supplementary internal templates.
10. The Regional Office has provided timely and quality hands-on technical assistance to Member States. Nevertheless, the Office's capacity to respond effectively to the needs of Member States has been constrained by resource limitations and by delays in fund crediting, coupled with limited clarity around project-level allocations and expenditures of extra-budgetary resources.
11. ESAF RO has taken steps to mainstream gender equality and strengthen passenger rights within its regional portfolio. Similar initiatives have also been observed at the Member States level. However, the integration processes remain works in progress, as women continue to have very limited involvement in civil aviation, and there is limited progress in advancing disability inclusion. OIO strongly advise that the Regional Office formulate and execute a comprehensive action plan to assist Member States in implementing strategies that foster increased involvement of women and girls in technical and managerial careers within the civil aviation sector.

AFI SECFAL Plan

12. There has been alignment between the objectives of the AFI SECFAL Plan and the needs and challenges of AFI Member States in advancing SEC/FAL. Technical assistance and related support under the AFI SECFAL Plan have prioritized addressing low EI scores, SSeCs, and risk-based situations at the State level – an approach that is widely accepted by States and reasonable. However, support to AFI Member States under the Plan in terms of air transport facilitation has been covered only from the aviation security perspective.
13. The AFI SECFAL Plan has played a significant role in enhancing aviation security and facilitation at both regional and state levels, while also contributing to the achievement of global aviation

security targets. However, given the multiple funding sources for Aviation Security and Facilitation activities in the region —regular budget, AFSECFAL Fund, and resources mobilized through the AFI SECFAL Plan— and the absence of a clear monitoring mechanism to attribute or assess outcomes by source, it is difficult to estimate the extent of the contribution of the AFI SECFAL Plan toward achieving the target.

14. The AFI SECFAL Plan faced persistent challenges in mobilizing resources, which significantly affected the availability of funding and support for implementation. A key issue was the lack of clarity around who was responsible for leading resource mobilization efforts. As a result, the ESAF and WACAF Regional Offices had to use their regular budget and other voluntary funds to carry out AFI SECFAL Plan activities. Furthermore, the governance function of the Plan was previously unclear, limiting effective coordination and oversight. As a new governance framework has been established to manage the AFI SECFAL Plan, there is scope for increased efficiencies in the areas of SECFAL coordination and management.
15. Evidence of the institutional commitment of ICAO to gender equality and disability rights has not been reflected in the AFI SECFAL Plan, which appears as a missed opportunity, especially in the area of facilitation. There is also no indication of such commitment in the terms of reference of the AFI SECFAL Steering Committee or the work programme for the AFI SECFAL Plan.

Recommendations

16. The ICAO Secretariat should:

- Revisit the CPMR tool to facilitate detailed and accurate RO results monitoring and reporting.
- Establish and enforce a mechanism to ensure accurate budget and expenditure data from all sources is shared effectively with Regional Offices.

ESAF RO:

- Establish a structured mechanism to monitor and support the implementation of Corrective Action Plans (CAPs) in the region.
- Should support AFI Plans Steering Committee in developing a strategy and corresponding action plan to secure sustainable financing for the AFI SECFAL Plan implementation. In collaboration with WACAF and AFCAC, revisit the AFI-CES pool of experts to ensure balance between Experts in Aviation Security and Experts in Air Transport Facilitation.
- Develop and implement an action plan to systematically support and follow up Member States in the development and implementation of their NASPs and National Air Navigation Plans (NANPs).
- In collaboration with OSG, develop a mechanism to address the language barrier of Portuguese-speaking AFI Member States to allow them to access tailored technical assistance and support in the Portuguese language.

INTRODUCTION AND CONTEXT

Introduction

17. In accordance with the OIO Charter (C-WP/15115) and ICAO evaluation policy (C-WP/15269), an evaluation of the ESAF Office and AFI SECFAL Plan was conducted from January to June 2025. The evaluation was included in the 2025 Work Programme of OIO, and identifies the ESAF Regional Office, the WACAF Regional Office, Headquarters (HQ) Bureaux, the Office of the Secretary General (OSG), and the ICAO Council as its primary clients. As appropriate, the results of the evaluation will also be used by Member States, Regional Aviation Safety Groups (RASGs), SEC/FAL, Planning and Implementation Regional Groups (PIRGs) and other Regional Groups.
18. This is the first ever evaluation of ESAF Regional Office by OIO. In 2022, OIO evaluated the AFI Plan, which covers both ESAF and WACAF Offices. That evaluation led to six recommendations, three of which have already been addressed. The remaining recommendations are:
 - Revamping the AFI planning processes by preparing a costed programme document with clear Theory of Change (TOC), implementation strategies, implementation plan and phase out strategies.
 - Improving result-based monitoring and reporting system in order to monitor progress and establish the contribution of AFI Plan to progress made by Member States.
 - Reviewing the Human Resource Development Fund (HRDF) implementation modalities to align with the needs of Member States and ensure that it complements the AFI Plan human resource capacity building efforts.
19. Under the direction of the Chief, OIO, the evaluation was conducted by the OIO Evaluation Specialist, with the support of an external Evaluation Consultant.

Context

ESAF Region

20. The ESAF Regional Office (RO) is located in Nairobi, Kenya and is led by the Regional Director. It was officially inaugurated on 1 December 1983 as the newest RO, and it is accredited to 24 Contracting States in the Eastern and Southern sub-region of Africa (see textbox). These 24 States are also Member States of the African Civil Aviation Commission (AFCAC).¹
21. ESAF RO promotes the implementation of ICAO standards and recommended practices (SARPs) by the Contracting States. It also supports the implementation of policies, decisions and programmes that are aligned with ICAO Global Air Navigation Plans, regional targets and priorities.²
22. To enhance the oversight capabilities of the Contracting States and build their capacity to meet their operational needs, the RO works and liaises closely with the Contracting States, regional

The 24 ESAF Contracting States:

Angola – Botswana – Burundi – Comoros – Djibouti – Eritrea – Eswatini – Ethiopia – Kenya – Lesotho – Madagascar – Malawi – Mauritius – Mozambique – Namibia – Rwanda – Seychelles – Somalia – South Africa – South Sudan – Uganda – United Republic of Tanzania – Zambia – Zimbabwe

Source: www.icao.int

¹ AFCAC is the specialized agency of the African Union that is primarily responsible for all civil aviation matters in Africa. Its mission is to facilitate cooperation and coordination among African States for integrated and sustainable air transport systems and the implementation of the ICAO SARPs.

² https://www.icao.int/ESAF/Documents/ICAO_ESAF.pdf

civil aviation bodies and stakeholder organizations.³ The ESAF RO approach involves providing assistance to the Contracting States, to increase the alignment between the ICAO Global Plans and the regional targets and priorities of individual States, the Africa-Indian Ocean Planning and Implementation Regional Group (APIRG) and the Africa-Indian Ocean Regional Aviation Safety Group (RASG-AFI).⁴

23. The ICAO Council established the APIRG in 1980 as a planning and coordination mechanism for ESAF and WACAF. It supports the implementation of SARPs and other regional civil aviation decisions, policies and programmes. APIRG is responsible for the development and maintenance of the AFI Air Navigation Plan and the identification and resolution of air navigation deficiencies within the ESAF and WACAF sub-regions. The Regional Director of WACAF RO is the Secretary of APIRG.⁵
24. RASG-AFI is a regional group for managing aviation safety, including the reduction of the aviation fatality risk within the AFI Region.⁶ The ICAO Council established RASG-AFI in 2010 to build on the work of AFI States, ESAF and WACAF RO, and regional/ sub-regional organizations. RASG-AFI promotes State-level and industry-wide safety initiatives, in alignment with the ICAO GASP and the Global Aviation Safety Roadmap (GASR). The Regional Director of ESAF RO is the Secretary of RASG-AFI.
25. ESAF RO assistance to States also includes tailored pre-audit and post-audit support, technical assistance missions, guidance and advice. To contribute towards a safe, secure, orderly and efficient air transport system, ESAF RO assists States through the AFI Comprehensive Implementation Plans for Security and Facilitation and for Safety in Africa (the AFI SECFAL Plan and the AFI Plan, respectively).⁷
26. The Regional Director of WACAF RO is the Secretary of the AFI Plan. There are three areas of delivery under the AFI Plan: 1) infrastructure and capacity building for a sustainable safety oversight system; 2) assistance to States to resolve identified safety oversight deficiencies; and 3) an enhanced aviation safety culture for aviation service providers.⁸

The AFI SECFAL Plan

27. In 2014, the ICAO Council endorsed the AFI SECFAL Plan during its 203rd Session. The Plan aligns with the ICAO Strategic Objective to enhance global civil aviation security and facilitation, the ICAO Aviation Security Assistance and Capacity Building Strategy and the No Country Left Behind (NCLB) initiative.⁹
28. The ESAF RO Regional Director manages the AFI SECFAL Plan in close coordination with the ICAO Secretariat and the WACAF RD and also provides secretariat responsibilities for the Plan. These responsibilities include progress reports on the implementation of the AFI SECFAL Plan to the AFI SECFAL Steering Committee (SC). The AFI SECFAL SC comprises the ICAO Secretary General, representatives of ICAO Members States, the ICAO Council, international and regional organizations, and assistance partners.¹⁰

³ https://www.icao.int/ESAF/Documents/ICAO_ESAF.pdf

⁴ ibid

⁵ ibid

⁶ <https://www.icao.int/ESAF/Documents/RASG-AFI/RASG-AFI%20Procedural%20Handbook%20-%20Third%20Edition,%2001%20January%202021%20En%20-%20FINAL.pdf>

⁷ https://www.icao.int/ESAF/Documents/ICAO_ESAF.pdf

⁸ <https://www.icao.int/safety/afiplan/Documents/plan.english.pdf>

⁹ <https://www.icao.int/ESAF/AFISECFAL/Documents/AFI%20SECFAL%20Plan.pdf>

¹⁰ <https://www.icao.int/ESAF/AFISECFAL/Documents/AFI%20SECFAL%20Plan.pdf>

29. As its primary objective, the AFI SECFAL Plan supports African States to enhance SEC/FAL, coordinate and align all capacity-building efforts and resolve systematic deficiencies in aviation security and facilitation in a sustainable manner.¹¹ The secondary objective of the AFI SECFAL Plan is to contribute towards the coordination and alignment of all SEC/FAL capacity-building efforts in Africa with ICAO policies. This objective supports collaboration between ICAO HQ and ROs, States and stakeholder agencies (including regional and international organizations, country governments, and non-governmental organizations).
30. The AFI SECFAL SC endorsed the establishment of the African Regional Aviation Security and Facilitation Group (RASFALG-AFI) during the first SC Meeting on 18 May 2015. RASFALG-AFI is a mechanism for coordinating the implementation of the Windhoek Declaration on Aviation Security in Africa, including its Roadmap,¹² and the ICAO Declaration and Strategy on Aviation Security.¹³
31. In consultation with the AFI SECFAL SC and the AFI SECFAL Plan Secretariat (the ESAF RO Regional Director), the Secretary General of AFCAC is responsible for supervising and supporting RASFALG-AFI.¹⁴ These responsibilities include the provision of Secretariat services, the execution of the RASFALG-AFI Work Plan and activities, and overall supervision.
32. The Members of RASFALG-AFI are appointed by the Secretary General of AFCAC and comprise one SEC or Facilitation (FAL) expert from each AFI State, experts from the ICAO Aviation Security Panel and the ICAO Facilitation Panel, experts from Aviation Security Training Centres (ASTCs) in the AFI region, experts from Regional Economic Communities with aviation security and facilitation responsibilities, and other experts invited by the AFCAC Secretary General.¹⁵
33. RASFALG-AFI is responsible for providing support to the AFI SECFAL Plan SC for the duration of the Plan. The AFI SECFAL Plan Secretariat is also responsible for supporting the implementation activities of the RASFALG-AFI Secretariat.¹⁶
34. This evaluation will contribute towards an improved implementation and understanding of the ESAF RO portfolio and the AFI SECFAL Plan in Africa. It will be useful for the effective implementation of ICAO SARPs, plans, policies and programmes, in alignment with the Strategic Objectives of the ICAO Business Plan. The results of the evaluation will enhance operational effectiveness and efficiency to refine the work of ESAF RO and improve results delivery under the AFI SECFAL Plan.

¹¹ https://www.icao.int/Meetings/a41/Documents/WP/wp_040_en.pdf

¹² <https://www.icao.int/WACAF/Documents/APIRG/APIRG%2024/WP%2006%20-%20APIRG24%20and%20RASG-AFI7%20-%20Report%20on%20Abuja%20Safety%20Targets%20Implementation.pdf>

¹³ <https://www.icao.int/Security/Documents/Declaration%20on%20Aviation%20Security.pdf>

¹⁴ *ibid*

¹⁵ *ibid*

¹⁶ *ibid*

EVALUATION PURPOSE, OBJECTIVES, SCOPE AND STAKEHOLDERS

Purpose

35. The evaluation of the ESAF RO portfolio and the AFI SECFAL Plan had two purposes: accountability and learning. To facilitate accountability, the evaluation was used to independently assess the effectiveness and efficiency of ESAF RO in improving the implementation of ICAO SARPs, policies and regional targets.
36. In support of learning, the evaluation was used to identify good practices, where available, and lessons learned. It was also used to provide recommendations for improved performance and results delivery at the level of ESAF RO and the AFI SECFAL Plan.

Objectives

37. The main objectives of the evaluation were to:
 - i. Assess the relevance, coherence, effectiveness, efficiency and sustainability of ESAF RO projects and activities in enhancing civil aviation in the region;
 - ii. Assess the relevance, coherence, effectiveness, efficiency and sustainability of the AFI SECFAL Plan; and
 - iii. Provide findings, conclusions and lessons for enhancing operational effectiveness and efficiency, as well as improving decision-making for projects/ plans at the regional and global levels.

Scope

38. The evaluation covered all activities and outputs delivered by ESAF RO; and ESAF and WACAF ROs for the AFI SECFAL Plan. The evaluation scope also examined the management and coordination mechanisms that were followed by ESAF RO and the AFI SECFAL Plan. There was a specific focus on the key results that were produced from January 2020 to December 2024 (Business Plan period 2020-2022 and 2023-2025).

Stakeholders

39. The stakeholders of the evaluation are: ESAF RO, WACAF RO, ICAO HQ Bureaus, the AFI Plans SC and OSG. As appropriate, the evaluation findings and lessons learned will also be used by: Member States, AFCAC, RASG-AFI, RASFALG-AFI, SEC/ FAL, APIRG and the ICAO Council.

EVALUATION METHODOLOGY

Technical Approach, Methods, Ethics and Limitations

40. The evaluation was participatory and was supported by purposeful sampling, an evaluation matrix and a mixed-methods approach. It was implemented in three phases: 1) inception, 2) data collection and analysis, and 3) report writing.
41. An inclusive, participatory approach, involving the application of utilization-focused principles, was used to engage all categories of stakeholders who are affiliated with the ESAF RO portfolio and the AFI SECFAL Plan. Purposeful sampling was used to engage all relevant stakeholders who have an in-depth knowledge of the implementation, management and coordination of ICAO SARPs, policies and targets. Utilization-focused principles were also incorporated into the evaluation to meet the needs of the main clients and end-users of the evaluation results. A mixed-methods approach, comprising qualitative and quantitative techniques, was used to support data accuracy and validity.
42. The main product of Phase 1 was the Inception Report, comprising the technical approach and methods, evaluation framework, and data collection tools. Data collection during Phase 2 of the evaluation involved stakeholder consultations, an in-depth desk review of relevant documents and the completion of a secondary data collection sheet.
43. Data analysis was conducted in four stages using a combination of qualitative and quantitative techniques: 1) a descriptive analysis to verify the evaluation context; 2) a quantitative analysis to conduct simple statistical analyses with spreadsheet software; and 3) a content analysis on the results of the descriptive and quantitative analyses, to identify key themes, trends and areas of divergence, and inform the preliminary evaluation findings; to critically examine the results of Stages 1 to 3 of the analysis.
44. The evaluation aligned with ICAO evaluation policy and complied with the international standards and norms of the Organization for Economic Co-operation and Development – Development Assistance Committee (OECD-DAC) and the United Nations Evaluation Group (UNEG). Participation in the evaluation was voluntary, and there was no risk of harm to participating stakeholders. All stakeholders were assured of the confidentiality of their responses prior to consultations, and the evaluation data was stored securely.
45. There was one main limitation to the evaluation: limited responses by stakeholders at the level of WACAF Member States to requests for consultation. As a mitigation measure, in-depth consultations were conducted with the stakeholders who confirmed their availability. This approach was strongly supported by the in-depth review of relevant documents.

FINDINGS

46. This section presents the findings of the evaluation, with emphasis on the five evaluation criteria and the two cross-cutting themes (relevance, coherence, effectiveness, efficiency, sustainability, gender and passenger rights), as defined by OECD-DAC, UNEG and/ or ICAO.¹⁷ The analysis is informed by the evaluation data, and the findings are presented under two sub-Sections: The ESAF Regional Portfolio and the AFI SECFAL Plan.

The ESAF Regional Portfolio

Relevance

47. The assessment of the relevance criterion measured the extent to which ESAF RO support to Member States was appropriate and consistent with State requirements.

Finding 1: The ESAF Regional Operating Plan and technical assistance provided are relevant to address Member States' and regional priorities and needs. Relevance is ensured through Member States' needs assessment, effective coordination, and a consultative approach that involves Regional Groups, Member State representatives, and other key stakeholders.

48. To promote and support the implementation of the ICAO SARPs, policies and related decisions across the ESAF region, the Regional Portfolio is guided by the annual ESAF Regional Operating Plan. A key feature of the plan is its alignment with the five strategic objectives of the ICAO Business Plan, ensuring that regional activities contribute to ICAO's strategic objectives. (see textbox).

The ICAO Strategic Objectives:

- Safety
- Air Navigation Capacity and Efficiency
- Security and Facilitation
- Economic Development of Air Transport
- Environmental Protection

Source: ICAO Business Plan 2023-2025; 2020-2022

49. The ESAF Regional Office works in close partnership with its Member States to ensure that the ESAF Regional Operating Plan is aligned with ICAO's Strategic Objectives. This collaboration helps shape a Regional Portfolio that reflects both national priorities and regional goals, while supporting ICAO's global vision for civil aviation. Evidence of this collaboration is seen in regional meetings—such as APIRG¹⁸, RASG-AFI¹⁹, and the Directors General of Civil Aviation²⁰—where Member States help identify regional priorities. These priorities guide technical assistance and support, ensuring that regional efforts remain aligned with ICAO's strategic direction.
50. The results of a survey of ESAF Member States have shown that States were generally of the view that they had contributed towards the development of the ESAF Regional Operating Plan (see Figure 1). Specifically, 76.47% indicated that ESAF RO engages national stakeholders to identify State needs during the development of the Regional Operating Plan. Additionally, 88.24% of respondents agreed that ESAF RO's support aligns with their national civil aviation plans. A

¹⁷ The definition for the gender criterion was taken from UNEG, 2024. *Integrating Human Rights and Gender Equality in Evaluation: Towards UNEG Guidance*. New York: UNEG. The definition of passenger rights was informed by the ICAO Core Principles on Consumer Protection (<https://www.icao.int/sustainability/Documents/ConsumerProtection/CorePrinciplesBrochure.pdf>).

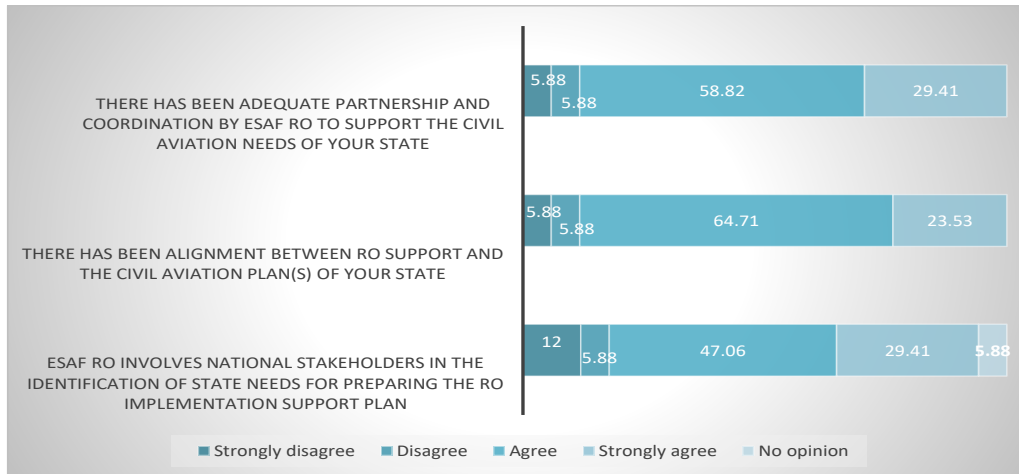
¹⁸ <https://www.icao.int/ESAF/Pages/apirg.aspx>

¹⁹ <https://www.icao.int/WACAF/Pages/rasg-afi.aspx>

²⁰ <https://www.icao.int/ESAF/Pages/DGCA-Past-Events.aspx>

further 88.23% confirmed that ESAF RO provides adequate partnership and coordination to support their State's civil aviation needs.

Figure 1: Stakeholder perception of State contributions to the Regional Operating Plan, (%)



Source: Stakeholder survey, ESAF Member States, 2025

51. As the liaisons between the State and ESAF RO, the regional officers are responsible for leading the assessment of State needs. The regional officers engage senior officials of individual States (Civil Aviation Authority management, government officials, etc.) in an assessment of national civil aviation needs. This approach has been enforced since 2020, when virtual consultations between ESAF RO and Member States were used to mitigate the COVID-19 restrictions on country missions. It represents a change in the pre-pandemic approach to Regional Operating Plan development, during which there was minimal engagement of Member States by the RO to inform the process. There is variation, however, in the extent to which each regional officer is able to regularly engage State officials in the assessment of State needs.
52. The ESAF Regional Operating Plan serves as a roadmap for the Regional Office's work. It outlines the key deliverables and activities assigned to each regional officer. This structured approach helps the ESAF Regional Office track progress and report more effectively on its contribution to ICAO's Strategic Objectives.

Coherence

53. As a measure of coherence, the evaluation assessed the extent to which ESAF RO support to Member States was compatible with other interventions at the regional, country, sector and/ or institutional level.

Finding 2: To ensure harmonized implementation, ESAF RO develops its Regional Operating Plan in coordination with regional partners such as AFCA, RSOOs, ESAF Member States and other stakeholders. The planning and harmonization process has been affected, however, by the unavailability of up-to-date audit data for several ESAF States.

54. An annual Coordination Meeting during the first quarter of the calendar year is used to convene all civil aviation entities that operate within the AFI region. In February 2024, 18 regional organizations and partner agencies, including ESAF RO, participated in the Annual Coordination Meeting in Nairobi, Kenya. The ESAF Regional Operating Plan is informed by close coordination between the RO, regional civil aviation organizations (RSOOs; Regional Economic Commissions;

industry) and state development partners during these meetings.²¹ This process precedes the State-level consultations.²²

55. Stakeholder entities within the ESAF region include, but are not limited to: AFCAC, the Civil Aviation Safety and Security Oversight Agency (CASSOA), the European Aviation Safety Agency (EASA), the Federal Aviation Administration (FAA), the International Air Transport Association (IATA) and the Southern African Development Community (SADC) Aviation Safety Organization (SASO). They also include regional forums and groups that fall under the ambit of ICAO, such as APIRG and RASG-AFI.
56. The Annual Coordination Meeting has a dual purpose: 1) it harmonizes the activities of stakeholder entities within the region; and 2) it contributes towards the finalization of the ESAF Regional Operating Plan. As both actions support the coordinated implementation of the regional portfolio, the Annual Coordination Meeting has received positive reviews from ICAO/ESAF RO, Member States and regional civil aviation entities.²³ The Annual Coordination Meeting provides an opportunity for participating entities to share their programming schedules and collaborate on intersecting activities to minimize duplication.
57. Participating entities use the information that is shared during each Coordination Meeting to agree on the next steps for harmonized programming. ICAO/ ESAF RO leads the development of a Consolidated Work Programme. The collaborative discussion between civil aviation entities can also be used to identify potential sources for acquiring resources to support the implementation of projects or activities.
58. ESAF RO collaborated closely with regional organizations and development partners during the COVID-19 pandemic, to support the resilience of States to the effects of COVID-19 and contribute toward a strong recovery within the civil aviation sector.²⁴ The ESAF RO facilitated a harmonized approach to pandemic control and regional/ State-level recovery by using HQ-approved safety policies and procedures for business continuity.
59. As there is variation in resource availability across the ESAF region, a rescheduling of programme activities through virtual platforms was not possible in all ESAF States during the pandemic. Significantly, ESAF RO was able to provide continuous technical assistance, information and guidance to Member States to address the effects of COVID-19 on civil aviation and continue to facilitate the Regional Operating Plan.
60. Given the need for alignment between ESAF regional programming and the global aviation plans, the responsiveness of the Consolidated Work Programme to the civil aviation needs and priorities of the ESAF States is critical. ESAF RO has used the results of the USOAP Audit to facilitate the required level of responsiveness.
61. The results of the USOAP Audit identify States with Significant Safety Concerns (SSCs) and States with a low EI of the eight critical elements (CEs) of a civil aviation oversight system. It is practical and theoretically appropriate to use the results of the USOAP Audit for the priority selection of

10 – 15 years ago there was duplication. Since then, there has been an awareness by all actors of the need to coordinate better. So early every year there is a Coordination Meeting in Africa... A list of activities is shared with all to identify potential conflict and duplication

Source: Stakeholder consultation, State Development Partner

²¹ State development partners are civil aviation entities that do not originate from the ESAF (or AFI) region, but are active in the region, for example, in the form of partnerships with States; training facilitation; etc.

²² See Finding 1

²³ Stakeholder consultations, February – March 2025

²⁴ [https://www.icao.int/ESAF/Documents/COVID-19-ESAF/Message%20from%20ICAO%20ESAF%20Office%20on%20COVID-19 RD.pdf](https://www.icao.int/ESAF/Documents/COVID-19-ESAF/Message%20from%20ICAO%20ESAF%20Office%20on%20COVID-19%20RD.pdf)

States with SSCs and low rates of EI, for technical assistance from ESAF RO. These two criteria have informed technical assistance and related support to States under the AFI Plan.²⁵

62. From a planning perspective, the approach to harmonization has had limited usefulness for the Regional Operating Plan, as several ESAF States have not had a USOAP Audit for over 10 years (see Table 1). Some States also had repeated technical assistance visits by regional officers, while other States did not have any, although they met the priority State selection criteria. Between 2014 and 2021, 13 out of the 24 ESAF Member States were audited, and 10 States had an ICAO Coordinated Validation Mission (ICVM).²⁶ As a result, the current capacities of ESAF Member States for aviation safety oversight might not be reflected in the existing audit results to inform RO support to States.

Effectiveness

63. The effectiveness of ESAF RO's support to Member States was assessed based on the achievement of planned objectives. This section highlights the progress made by ESAF RO in implementing key activities and delivering expected results during the two ICAO Business Plan cycles: 2020–2022 and 2023–2025. Examples of achieved results are presented under each Strategic Objective, though they are not exhaustive.

²⁵ [https://www.icao.int/safety/afiplan/Documents/AFI%20PLAN%20-%20PROGRAMME%20DOCUMENT 2021 24.pdf](https://www.icao.int/safety/afiplan/Documents/AFI%20PLAN%20-%20PROGRAMME%20DOCUMENT%202021%2024.pdf)

■ [REDACTED]

■ [REDACTED]

Strategic Objective 1: Safety

Finding 3: ESAF RO organized multiple workshops covering NASP development, AIG, LOC-I, UPRT, aerodrome certification, and runway safety—engaging up to 250 participants across AFI States and partners. As of mid-2024, seven ESAF States have published their National Aviation Safety Plans (NASPs), and many States have not yet started developing their National Air Navigation Plans (NANPs). The region has also maintained low scores for aerodrome certification and the establishment of runway safety teams.

64. There were seven results areas of focus under Strategic Objective 1: Safety²⁸:

- Assist States in the implementation of:
 - policies and provisions to strengthen their safety oversight capabilities, and improve safety performance, including in-flight safety and support USOAP-Continuous Monitoring Approach (CMA).
 - policies and provisions to improve runway safety and aerodrome operations, including aerodrome certification and implementation of Runway Safety Teams.
 - Abuja safety targets through the AFI Plan work programme and RASG-AFI activities.
- Identify States' needs for assistance to strengthen their safety oversight capabilities and improve their level of compliance with safety-related SARPs; promote technical assistance and technical cooperation activities/projects.
- Monitor Member States through USOAP-CMA and assist States in developing tailored plans of action to address risk.
- Support States in the:
 - implementation of Safety Management requirements (SSP and SMS).
 - safe restart/recovery of the civil aviation system from important crises, such as COVID-19, requiring urgent assistance to States.
- Rapid and coordinated response to crises, contingencies and other situations requiring urgent assistance to States and the effort to achieve the NCLB goals within the Safety objective.
- Support the activities of regional programmes, foster cooperation among stakeholders and measure progress on the implementation of the GASP, RASP and NASP through RASGs, in close collaboration with States and concerned stakeholders.
- Cooperate and coordinate with international/regional organizations and donor States/Entities to maximize synergies, promote stakeholder collaboration, communicate ICAO policies and provisions, and ensure efficient and cost-effective assistance to States.

65. The planned activities in the area of aviation safety involved: 1) technical assistance to States; 2) guidance, training, workshops and seminars; 3) the facilitation of interregional coordination; 4) the review and assessment of CAPs; 5) crisis response; 6) needs assessments and feasibility studies for capacity and capability strengthening; 7) development, coordination and monitoring of the AFI Plan; 8) support for State Safety Programme development, including the NASP; 9) aerodrome safety; and 10) aerodrome certification.

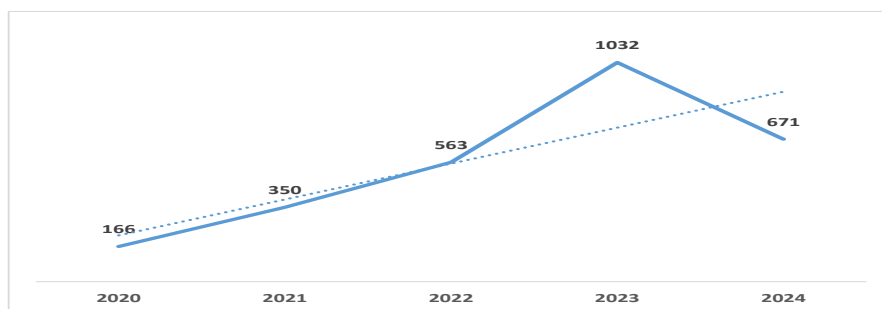
66. Results reporting for the ESAF Regional Operating Plan has shown that the RO achieved several results targets in the area of Aviation Safety and made progress towards results achievement

²⁸ Paraphrased from Regional Operating Plan to incorporate variation in results areas across 2020-2024.

under this strategic objective²⁹. ESAF RO has monitored and coordinated the implementation of [the Comprehensive Regional Implementation Plan for Aviation Safety in Africa \(AFI Plan\)](#) and has shared reports on implementation progress with the AFI Plan Steering Committee (SC). The RO also developed a draft programme of activities for the 27th AFI Plan (2025-2030), which was submitted for internal review by a sub-committee of the SC before being formally presented to the SC in May 2025 for approval.

67. In line with Goal 2 of the GASP targets,³⁰ the RO has facilitated virtual and onsite workshops to build the capacity of States to implement their State Safety Programmes. These workshops have covered a range of aviation safety issues, including AIG, NASP development, loss of LOC-I, UPRT aerodrome certification and runway safety. The workshops have accommodated 25 to 250 participants from AFI Member States, regional organizations, development partner organizations and ESAF RO, and contributed towards State-level actions for enhanced civil aviation safety. In May 2024, for example, ESAF RO facilitated a regional NASP Workshop in Nairobi, Kenya, to build the capacity of ESAF States to develop, implement and monitor their civil aviation safety plans. Seven Member States have since published their NASPs.³¹ On the other hand, while States such as Ethiopia and Uganda have started developing their National Air Navigation Plans (NANPs), most States have not yet developed their NANPs.
68. As ESAF RO is not authorized to directly deliver training and issue ICAO certificates, its role is limited to facilitating Member States' access to training opportunities offered through ICAO's Global Aviation Training (GAT) programme. Member States have reported that training offered through ICAO's GAT programme is costly. ESAF Aviation Training Institutions have also noted that hiring instructors through ICAO further increases training expenses. These cost-related challenges contributed to a decline in both the number and proportion of civil aviation training participants in the ESAF region in 2024.
69. A total of 2,782 individuals received training at ESAF Aviation Training Institutions between 2020 and 2024.³² Stakeholder consultations have shown that fewer courses were offered during the COVID-19 pandemic for two reasons: 1) training institutions with fewer resources were unable to facilitate virtual courses; and 2) students indicated a preference for classroom-based instruction³³. There was, however, a steady increase in training participants between 2020 and 2023, from 166 to 1,032 participants (see Figure 2), representing 6 to 37 per cent of all training participants, respectively. This was followed by a sharp decline in training participants in 2024 to 671 participants (24 per cent of all training participants).

Figure 2: No. of Training Participants, ESAF



Source: ICAO/ GAT, 2025

²⁹ See Vol. 2 Annex 7: ESAF Operating Plan for a detailed summary of results achieved

³⁰ <https://www.icao.int/safety/GASP/Pages/Goals-and-Targets.aspx>

³¹ Botswana, Ethiopia, Kenya, Namibia, Rwanda, Uganda and the United Republic of Tanzania have published their NASPs. Source (Source: ICAO - Air Navigation Bureau – update)

³² ICAO/ GAT internal database, 2025

³³ Stakeholder consultations, February – March 2025

70. Consultations with the management and staff of ESAF Aviation Training Institutions have indicated that training costs can be reduced when the capacities of regional instructors are built. The reduction in costs would derive from increased institutional access to ICAO-certified instructors within the region. Instructors receive certification from ICAO irrespective of where they complete their training (i.e. the same certification is provided for GAT trainings that are completed in Africa, Europe, USA, etc.).
71. Technical support and guidance from ESAF RO contributed towards the publication of the 10th Edition of the [RASG-AFI Annual Safety Report](#) in July 2023. The report provides information on aviation safety performance and occurrences in the RASG-AFI region for the publication year. An online monitoring tool and survey were also developed to support the implementation of the RASG-AFI five-year Plan.
72. As of January 2025, 38 of 66 international aerodromes within the ESAF region (58 per cent of international aerodromes in the region) have received certification. This figure is a significant advancement over the level of aerodrome certification in 2020, as only 35 per cent of international aerodromes within the region had been certified. The achievement of aerodrome certification has contributed towards Goal 6 of the GASP targets³⁴.
73. The [proceedings of the 10th Meeting of AFI Directors General of Civil Aviation](#) have highlighted the importance of ICAO's support for aerodrome certification within the AFI region. As certification is a requirement for international aerodrome operations, ESAF RO facilitates State access to peer-experts³⁵ for collaboration, cooperation and the sharing of lessons to initiate and inform the certification process by individual States.
74. Although there has been evidence of increased certification across AFI States (including at the ESAF sub-level), the percentage of aerodromes that have received certification is still low. The establishment of Runway Safety Teams (RSTs) remains notably limited, with only 31 currently in place. This low number underscores the insufficient integration of RSTs in efforts to enhance aerodrome safety—including accident mitigation.
75. As of July 2024, nine ESAF States had not initiated the aerodrome certification process, while an additional ten had yet to achieve certification for any of their international airports. Only five ESAF States had successfully certified all their international airports. Given the critical role of international air travel in facilitating trade, economic growth, and passenger mobility, this shortfall in aerodrome certification poses significant challenges for the civil aviation sector and may have broader implications for national economies.

Finding 4: Between 2020 and 2024, the ESAF region showed improvement in Member States' safety oversight capacity, with the regional average EI score rising from 55.56% to 59.5%. However, only 27% of ESAF States met the GASP target of 75%, and most still scored below the global average of 69.5%, indicating progress but highlighting the need for continued efforts.

76. For the period 2020 – 2024, the GASP target for State safety oversight capabilities was a 75 per cent EI score³⁶. Of the 22 ESAF States for which data have been available,³⁷ only six States attained this target³⁸ (see Figure 3), representing 27 per cent of the 22 States. The EI score for the

³⁴ <https://www.icao.int/safety/GASP/Pages/Goals-and-Targets.aspx>

³⁵ The term peer-experts is used to identify experts from States with international aerodromes that have already received certification.

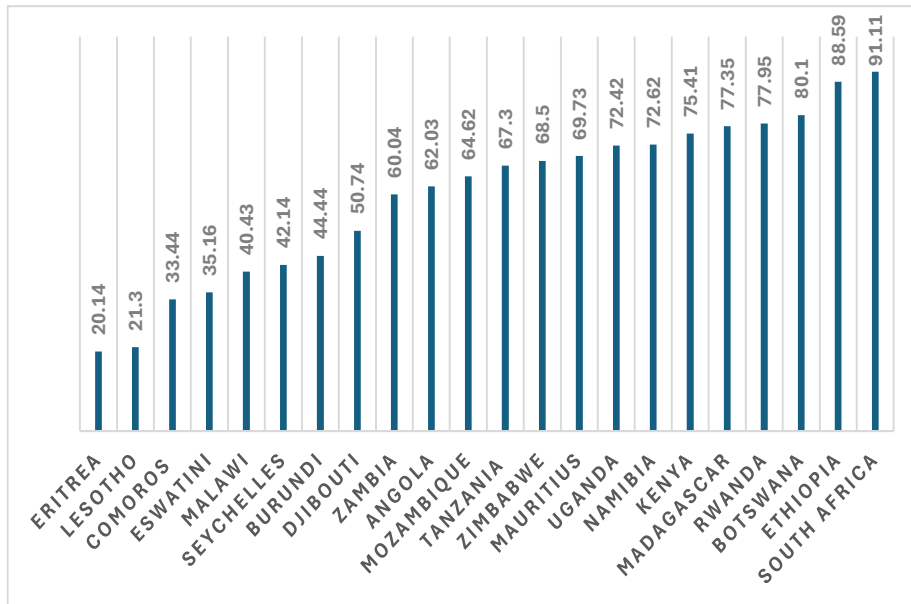
³⁶ <https://www.icao.int/safety/GASP/Pages/Goals-and-Targets.aspx>

³⁷ Data has not been available for two ESAF States: Somalia and Sudan

³⁸ These States are: Kenya, Madagascar, Rwanda, Botswana, Ethiopia and South Africa.

remaining 16 States has ranged from 20.14 to 72.62 per cent, indicating that 73 per cent of ESAF States have not yet met the GASP target.

Figure 3: USOAP EI Score for ESAF Region³⁹



Source: ICAO USOAP Database, 2025

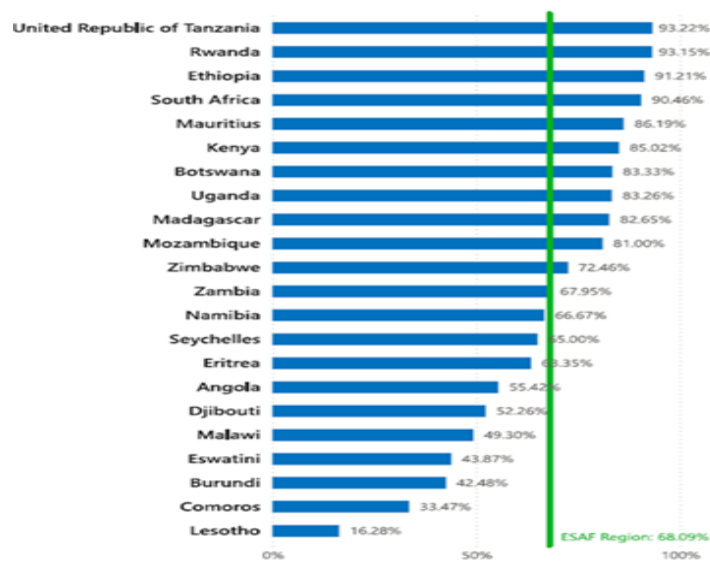
77. Overall, the EI score for nine ESAF States exceeds the global average of 69.5 per cent. At the same time, the average EI score for the ESAF region was 59.5 per cent in 2024, which falls below the global average, despite increasing from 55.56 per cent in 2020.⁴⁰
78. Given the importance of the NASP for the strategic management of aviation safety at the State level, it is to be noted that only seven ESAF States (29.17 per cent of all ESAF Member States) have developed the NASP⁴¹. As a result of this gap in strategic planning, there is significant variation in the extent to which ESAF States have been facilitating their State Safety Programme (SSP) (See Figure 4).
79. The rate of SSP implementation across ESAF States has ranged from a low of 16.28 per cent [REDACTED] to a high of 93.22 per cent [REDACTED]. As the SARPs require all States to develop and implement SSPs that are responsive to the national civil aviation context, limited progress in this area has implications for the effectiveness of safety oversight systems at the State level.

³⁹ Data unavailable for Somalia and Sudan

⁴⁰ <https://www.icao.int/ESAF/Documents/meetings/2024/AFI%20DGCA%20Libreville%20Gabon15-16%20July%202024/AFI-DGCA%2010%20WP3%20-%20Follow-up%20on%20the%20outcomes%20of%20the%20previous%20Meetings%20and%20Updates%20on%20AFI%20DGCA%20Championships.pdf>

⁴¹ These States are Botswana, Ethiopia, Kenya, Namibia, Rwanda, Tanzania and Uganda

Figure 4: Implementation of SSP, ESAF States



Source: ICAO Internal Database, 2025

Finding 5: While there is evidence of technical assistance by ESAF RO to enable States to address the corrective action plans (CAPs) of the USOAP-CMA audit, the level of CAP implementation by ESAF States is significantly low. Most of the CAPs that are not completed are from outdated audits (audits conducted before 2020) and there has been inadequate follow-up and feedback by ICAO on CAP implementation and submission.

80. Stakeholder consultations at the level of ESAF Member States have indicated that the RO provides good-quality technical assistance for the implementation of CAPs. In 2020, ESAF RO conducted two technical missions to Member States to support the prevention and resolution of SSCs. The RO also contributed towards the development of 40 per cent of CAPs based on CMA memoranda of understanding timelines⁴².
81. During 2021-2023, the RO engaged in routine interaction with Member States to support the ongoing review, assessment and validation of USOAP-CMA CAPs. In 2021, the ESAF RO engaged in specific remote interaction with one Member State to support the resolution of an SSC. As of 2022, the RO had also contributed towards the resolution of an existing SSC in another Member State.
82. In 2024, ESAF RO collaborated with the ICAO Monitoring Office (MO) to conduct routine interaction tasks with all ESAF States. During the same year, technical assistance to three ESAF States under the regular programme and the AFI Plan⁴³ was also used to support the development of CAPs to address unsatisfactory protocol questions (PQs) within the State Safety Plan foundation⁴⁴. CAPs are submitted through the ICAO USOAP CMA online framework and are monitored by ICAO for progress and effectiveness.
83. The level of State-specific support by ESAF RO has been counterbalanced, at times, by limited State responsiveness to the CAPs. Stakeholder consultations at the State level have also indicated

⁴² ESAF Regional Operating Plan 2020

⁴³ Botswana, Burundi and Seychelles

⁴⁴ ibid

inadequate follow-up and feedback by ICAO on CAPs that have been implemented and submitted.

84. Table 2 shows that the number of CAPs in progress within ESAF States significantly exceeds the number of completed CAPs. There are many CAPs that are not yet acted upon by States, and most CAPs are still in progress five years after the audit was conducted. The number of completed CAPs across Member States was in the range of 1.13 per cent (two CAPs) to 80.68 per cent (167 CAPs) of the total number of CAPs for individual States. CAPs in progress at the Member State level were in the range of 8.93 per cent (15 CAPs) to 98.87 per cent (175 CAPs) of the total number of CAPs for individual States. There were also 460 unsubmitted CAPs in 14 ESAF States. Most of these CAPs (374 unsubmitted CAPs or 81.3 per cent of all unsubmitted CAPs) are outdated as they are from audits that were conducted before 2020.
85. Stakeholder consultations have indicated that country governments often face budget restrictions that contribute towards a trade-off between priority initiatives in other sectors and CAP implementation. To mitigate the effects of this situation on aviation safety oversight, ESAF RO has been taking steps to engage Member States in high-level discussions on the CAPs. In 2024, for example, the RO facilitated high-level ministerial meetings with the Government of Comoros and the Government of Lesotho. As the aspirational safety goal of the GASP involves achieving and maintaining aviation operations without fatalities, similar meetings and collaboration between the RO and Member States, and closer follow-up of timely implementation of CAPs are critical for the effective implementation of the CAPs.

Table 2. Status of CAPs in ESAF Member States

Country	Total CAPs	CAPs in progress	CAPs completed		
			Number	Percentage	Percentage of total CAPs
Algeria	1	1	0	0%	0%
Angola	1	1	0	0%	0%
Armenia	1	1	0	0%	0%
Azerbaijan	1	1	0	0%	0%
Bahrain	1	1	0	0%	0%
Bangladesh	1	1	0	0%	0%
Belarus	1	1	0	0%	0%
Bhutan	1	1	0	0%	0%
Bolivia	1	1	0	0%	0%
Brazil	1	1	0	0%	0%
Bulgaria	1	1	0	0%	0%
Cameroon	1	1	0	0%	0%
Canada	1	1	0	0%	0%
Chad	1	1	0	0%	0%
China	1	1	0	0%	0%
Colombia	1	1	0	0%	0%
Croatia	1	1	0	0%	0%
Cuba	1	1	0	0%	0%
Cyprus	1	1	0	0%	0%
Czechia	1	1	0	0%	0%
Dominican Republic	1	1	0	0%	0%
Dominica	1	1	0	0%	0%
Egypt	1	1	0	0%	0%
Ecuador	1	1	0	0%	0%
El Salvador	1	1	0	0%	0%
Equatorial Guinea	1	1	0	0%	0%
Estonia	1	1	0	0%	0%
Fiji	1	1	0	0%	0%
Finland	1	1	0	0%	0%
France	1	1	0	0%	0%
Gabon	1	1	0	0%	0%
Ghana	1	1	0	0%	0%
Guatemala	1	1	0	0%	0%
Honduras	1	1	0	0%	0%
Hungary	1	1	0	0%	0%
India	1	1	0	0%	0%
Indonesia	1	1	0	0%	0%
Iran	1	1	0	0%	0%
Ireland	1	1	0	0%	0%
Israel	1	1	0	0%	0%
Italy	1	1	0	0%	0%
Jamaica	1	1	0	0%	0%
Japan	1	1	0	0%	0%
Jordan	1	1	0	0%	0%
Kazakhstan	1	1	0	0%	0%
Kenya	1	1	0	0%	0%
Korea	1	1	0	0%	0%
Kuwait	1	1	0	0%	0%
Latvia	1	1	0	0%	0%
Lebanon	1	1	0	0%	0%
Lesotho	1	1	0	0%	0%
Lithuania	1	1	0	0%	0%
Luxembourg	1	1	0	0%	0%
Madagascar	1	1	0	0%	0%
Mali	1	1	0	0%	0%
Maldives	1	1	0	0%	0%
Malta	1	1	0	0%	0%
Mexico	1	1	0	0%	0%
Moldova	1	1	0	0%	0%
Morocco	1	1	0	0%	0%
Mozambique	1	1	0	0%	0%
Nepal	1	1	0	0%	0%
Netherlands	1	1	0	0%	0%
Nicaragua	1	1	0	0%	0%
Niger	1	1	0	0%	0%
Nigeria	1	1	0	0%	0%
North Macedonia	1	1	0	0%	0%
Oman	1	1	0	0%	0%
Pakistan	1	1	0	0%	0%
Panama	1	1	0	0%	0%
Papua New Guinea	1	1	0	0%	0%
Paraguay	1	1	0	0%	0%
Peru	1	1	0	0%	0%
Philippines	1	1	0	0%	0%
Poland	1	1	0	0%	0%
Portugal	1	1	0	0%	0%
Romania	1	1	0	0%	0%
Russia	1	1	0	0%	0%
Saudi Arabia	1	1	0	0%	0%
Senegal	1	1	0	0%	0%
Serbia	1	1	0	0%	0%
Singapore	1	1	0	0%	0%
Slovakia	1	1	0	0%	0%
Slovenia	1	1	0	0%	0%
South Africa	1	1	0	0%	0%
South Korea	1	1	0	0%	0%
Spain	1	1	0	0%	0%
Sri Lanka	1	1	0	0%	0%
Sweden	1	1	0	0%	0%
Switzerland	1	1	0	0%	0%
Taiwan	1	1	0	0%	0%
Tanzania	1	1	0	0%	0%
Togo	1	1	0	0%	0%
Tonga	1	1	0	0%	0%
Turkey	1	1	0	0%	0%
Uganda	1	1	0	0%	0%
Ukraine	1	1	0	0%	0%
United Arab Emirates	1	1	0	0%	0%
United Kingdom	1	1	0	0%	0%
United States	1	1	0	0%	0%
Uruguay	1	1	0	0%	0%
Uzbekistan	1	1	0	0%	0%
Venezuela	1	1	0	0%	0%
Vietnam	1	1	0	0%	0%
Yemen	1	1	0	0%	0%
Zambia	1	1	0	0%	0%
Zimbabwe	1	1	0	0%	0%

Country	2010	2011	2012	2013	2014	2015
Algeria	100	100	100	100	100	100
Angola	100	100	100	100	100	100
Argentina	100	100	100	100	100	100
Australia	100	100	100	100	100	100
Austria	100	100	100	100	100	100
Bahrain	100	100	100	100	100	100
Belgium	100	100	100	100	100	100
Brazil	100	100	100	100	100	100
Canada	100	100	100	100	100	100
Chile	100	100	100	100	100	100
China	100	100	100	100	100	100
Colombia	100	100	100	100	100	100
Czechia	100	100	100	100	100	100
Denmark	100	100	100	100	100	100
Egypt	100	100	100	100	100	100
France	100	100	100	100	100	100
Germany	100	100	100	100	100	100
Greece	100	100	100	100	100	100
India	100	100	100	100	100	100
Indonesia	100	100	100	100	100	100
Italy	100	100	100	100	100	100
Japan	100	100	100	100	100	100
Korea	100	100	100	100	100	100
Lebanon	100	100	100	100	100	100
Malaysia	100	100	100	100	100	100
Mexico	100	100	100	100	100	100
Netherlands	100	100	100	100	100	100
Nigeria	100	100	100	100	100	100
Poland	100	100	100	100	100	100
Portugal	100	100	100	100	100	100
Qatar	100	100	100	100	100	100
Romania	100	100	100	100	100	100
Russia	100	100	100	100	100	100
Saudi Arabia	100	100	100	100	100	100
South Africa	100	100	100	100	100	100
Spain	100	100	100	100	100	100
Sweden	100	100	100	100	100	100
Switzerland	100	100	100	100	100	100
Taiwan	100	100	100	100	100	100
Thailand	100	100	100	100	100	100
Turkey	100	100	100	100	100	100
Ukraine	100	100	100	100	100	100
United Kingdom	100	100	100	100	100	100
United States	100	100	100	100	100	100
Vietnam	100	100	100	100	100	100
Yemen	100	100	100	100	100	100

Strategic Objective 2: Air Navigation Capacity and Efficiency

Finding 6: The Regional Office has contributed to strengthening the air navigation capacities of Member States. However, the effectiveness of State air navigation systems has been challenged in some cases by the inoperability of procured equipment.

86. Strategic Objective 2: Air Navigation Capacity and Efficiency addresses seven result areas within the ESAF Regional Operating Plan⁴⁵:

- Assist States in the implementation of policies and provisions on:
 - Communication, Navigation and Surveillance (CNS);
 - Information Management;
 - Search and Rescue (SAR);
 - Aerodromes Operations Planning;
 - Meteorology;
- Assist States in the implementation of policies and provisions to:
 - Continuously improve efficiency of en-route operations through the availability of user preferred routing;
 - Improve efficiency of TMA (Terminal manoeuvring) operations;
 - Optimize airspace and airport usage;
- Assist States and Airport to evaluate existing Public Health Emergency provisions in the aviation system.
- Develop and measure progress against regional air navigation (AN) priorities through Regional Air Navigation Plans and PIRGs.
- Support the rapid and coordinated response of the air navigation system (ANS) to crises, contingencies and other situations requiring urgent assistance to States.

⁴⁵ Paraphrased from Regional Operating Plan. These categories are not consistent across 2020-2024, e.g. in 2021 results were reported under a new category for Public Health Emergency provision, to address the responsiveness of the RO to COVID-19 pandemic.

- Coordinate and facilitate the implementation of trust framework (ANS elements of cybersecurity); and new types of operations, including integration of RPAS/UAS⁴⁶ to non-segregated airspace.
 - Cooperate with international/regional organizations, as well as promote collaboration among different stakeholders to maximize synergies and ensure efficient and cost-effective assistance to States.
87. The planned activities/ deliverables under Strategic Objective 2 were: 1) technical assistance, guidance and Regional Office Safety Team (ROST) missions; 2) workshops, seminars; capacity-building and courses; 3) meetings; 4) support initiatives for CAPSCA ⁴⁷ activities; 5) implementation of Aviation System Block Upgrades (ASBU)⁴⁸ module elements; 6) aerodrome operations; 7) assistance to States for the implementation of AN priorities through APIRG projects under the AFI Plan and APIRG conclusions; 8) reduction of ANS deficiencies; 9) upgrade of ANS infrastructure; 10) assistance to States for their participation in the African ANSP⁴⁹ peer review; 11) improved trajectory of old routes and the development of performance-based navigation (PBN) routes; 12) the insurance of Space weather SIGMETs;⁵⁰ and 13) regional coordination to align AFI ANPs with the GANP. ⁵¹
88. There has been strong evidence of the contribution of ESAF RO towards the facilitation of meetings, workshops, seminars, capacity-building sessions and courses under Strategic Objective 2. To support the implementation of APIRG Conclusions and Decisions, ESAF RO facilitated a meeting of the APIRG Airspace and Aerodrome Operations and Sub-group (AAO/SG) in Nairobi, Kenya, in 2024. The AAO/SG report was submitted to APIRG for consideration (including the APIRG Projects Coordination Committee), and the RO facilitated virtual awareness and briefing meetings on the AFI Air Navigation Deficiencies Database (AANDD) to five ESAF States (Angola, Botswana, Mozambique, Namibia and Zimbabwe). These sessions focused on AANDD provisions and the requirements for reporting deficiencies and were followed by ROST missions to ESAF States with identified deficiencies⁵². The combination of sessions and follow-up resulted in the resolution of an identified SSC in [REDACTED], including the development and submission of the CAP to the ICAO Monitoring, Analysis and Coordination Section.
89. In coordination with the African Airlines Association (AFRAA), ESAF RO conducted a Route Lab in Nairobi, Kenya, in June/July 2022, which led to the validation and implementation of three PBN city pair routes. ESAF RO facilitated a follow-up PBN workshop in Nairobi in July 2023, which was supported by flight planning meetings. As a result of these sessions, 29 routes were developed by ESAF Member States.
90. The ESAF RO also collaborated with MID and WACAF RO in 2022 to activate three Contingency Coordination Teams for Juba and Khartoum, Ndjamena, and Niamey Flight Information Regions (FIRs). As these regions affect the traffic from ESAF, the collaboration was used to develop a contingency plan for the South Sudan upper airspace, to allow for air traffic flow in the Khartoum FIR airspace above Sudan. The contingency plan supports a rapid and coordinated response by the air navigation system to crises and other emergent situations.
91. In 2022 and 2023, ESAF RO provided assistance to Member States to inform the implementation of policies and provisions on Search and Rescue. As a result of this support, four ESAF States

⁴⁶ Remotely-piloted Aircraft Systems / Unmanned Aircraft Systems

⁴⁷ Collaborative Arrangement for the Prevention and Management of Public Health Events in Civil Aviation

⁴⁸ Aviation System Block Upgrade

⁴⁹ Air Navigation Services Providers

⁵⁰ Significant Meteorological Information

⁵¹ See Vol. II Appendix 7 for a detailed description of each planned activity

(Angola, Kenya, South Africa and Tanzania) each conducted a search and rescue exercise (SAREX).⁵³ The SAREX in Angola was conducted at a regional workshop that engaged eight AFI States. Member States have indicated, however, that ensuring uniformity among States in Communications and Operations is a particular challenge in SAREX and airspace utilisation.⁵⁴ There has been insufficient coordination, especially within conflict-affected States, to facilitate uniform approaches.

92. As air navigation is a dynamic field, with rapidly changing technologies and practices, there is a constant need for Member States to apply new learnings and upgrade existing technology to better respond to civil aviation needs. There are challenges to Member States in these areas. In some States, the need for upgraded technologies has contributed towards the procurement of equipment, including software, which is not compatible with existing aviation systems. This has led to system inoperability, and efforts by States to replace purchased equipment have been difficult and, at times, unsuccessful.
93. When the procurement processes are led by Member States, the CAA is responsible for the return/replacement of the incompatible purchase. For Capacity Development and Implementation Bureau (CDI) Procurement projects, ICAO HQ is responsible for all procurement processes, including collaboration with suppliers to address the need for equipment repair and/or replacement.
94. Stakeholder consultations have identified at least two cases of equipment incompatibility in ESAF States that have not been resolved. In one instance, the State was unsuccessful in its efforts to follow up with ICAO Headquarters, as well as the supplier. To minimize the possibility of a future similar occurrence, the State has built its internal capacity to lead equipment procurement, including direct communication with suppliers. The State will use new capacities in this area to assure the quality of the procurement process and ensure that it receives a return on its investments (i.e. purchased equipment, software, etc.).
95. As of December 2024, there was limited achievement for three areas of ESAF RO support for Air Navigation planned activities: 1) the reduction of identified ANS deficiencies; 2) capacity-building on RPAS; and 3) increased participation by Member States in collaborative missions.
96. Although States received continuous sensitization on ANS deficiencies, ESAF RO was challenged by a general reluctance of States to report emergent deficiencies⁵⁵. As a result, the ESAF RO only analyzed three ANS deficiencies in 2024 that had been reported by ESAF States. In response to a request from RPAS HQ and industry partners, capacity-building sessions were also rescheduled from 2024 to 2025.
97. Support to Member States for their increased participation in collaborative missions was to be provided upon their request, including the request of Regional Groups. Apart from one airport assistance mission to Mauritius under the CAPSCA framework, ESAF RO did not contribute towards similar missions, as there were no other requests to the ESAF RO for this level of support.
98. There has also been a gap in progress by some ESAF States in CNS. The need for an effective CNS to facilitate an efficient air navigation system has been established in the GANP.⁵⁶ In the core CNS area of Air Traffic Services Interfacility Data Communications (AIDC), however, only six

⁵³ Kenya and Tanzania conducted an inter-FIR SAREX.

⁵⁴ Stakeholder consultation notes, February – June 2025

⁵⁵ ESAF Regional Operating Plan

⁵⁶ <https://www4.icao.int/ganportal/GanpDocument#/>

of the 24 ESAF States have completed the implementation of an AIDC system.⁵⁷ The implementation process is in progress in two additional States.⁵⁸

99. As the field of Air Navigation Services (ANS) continues to evolve rapidly, ESAF States face increasing pressure to enhance their capacity and upgrade systems to meet the growing demands of the civil aviation sector. The ESAF RO has played a pivotal role in supporting these efforts by providing ongoing assistance aimed at strengthening ANS oversight, improving operational functionality, and facilitating the adoption of advanced technologies at the State level. Despite these efforts, some States continue to encounter significant challenges, particularly with system inoperability. These issues often stem from the procurement of equipment that is incompatible with existing ANS infrastructure. Such challenges underscore the need for coordinated regional strategies, robust technical guidance, and sustainable capacity-building initiatives to ensure that ANS systems are interoperable, resilient, and capable of supporting safe and efficient air navigation across the region.

Strategic Objective 3: Security and Facilitation

Finding 7: ESAF RO provided targeted support to Member States to strengthen aviation security and facilitation oversight, particularly in response to USAP-CMA audit findings. This included technical assistance missions and support through State-specific projects and regional roadmaps. The ESAF RO collaborated with regional partners to host seminars and workshops, enhancing coordination and reducing duplication of efforts. Limited budget led to the cancellation of some planned activities, including country missions and seminars.

100. ESAF RO established 11 categories of results⁵⁹ under Strategic Objective 3: Security and Facilitation for the implementation of planned activities and deliverables:
- Monitor, manage and support the implementation of the AFI SECFAL Plan and related work programme as approved by the Steering Committee.
 - Support the implementation of the Windhoek Declaration and Targets by States and other stakeholders.
 - Support the effective implementation of the USAP-CMA Programme.
 - Coordinate and support the ICAO ASTCs.
 - Assist in implementing ICAO TRIP strategy and developing facilitation-related assistance projects in States in the Region.
 - Represent ICAO in meetings relating to aviation security and facilitation.
 - Provide support for GAsEP Implementation.
 - Support the implementation of ICAO's aviation security assistance and capacity-building strategy, including the coordination of the ICAO ASTC Network and other Agencies.
 - Support States in the Region in their endeavours to implement Annex 17 and Annex 9 SARPs.
 - Facilitate the implementation of Annex 17 SARPs in the framework of GAsEP and facilitate coordination and State assistance on cybersecurity.

⁵⁷ These States are: Comoros, Madagascar, Mauritius, Namibia, South Africa and Tanzania.

⁵⁸ These States are Somalia and South Sudan.

⁵⁹ Paraphrased from Regional Operating Plan; Adjustments by ESAF RO to results categories targets across 2020-2024 were used to amalgamate categories during the evaluation

- Cooperate and coordinate with international/regional organizations and donor States/Entities to maximize synergies, promote collaboration between stakeholders and communicate ICAO policies and provisions and ensure efficient and cost-effective assistance to States.
101. The planned activities for Strategic Objective 3 involved: 1) seminars, courses and capacity-building; 2) review of CAPs and provision of support for implementation; 3) support for establishing SECFAL Oversight systems; 4) technical assistance missions to support the implementation of Annex 17, the TRIP targets and the GAsEP targets; 5) convening of Steering Committee meetings; 6) joint missions with regional partners to optimise resources; 7) support to AFCAC to implement its work programme; 8) support for State-specific projects; 9) facilitation of multidisciplinary meetings and conferences; 10) pre-USAP audit support and liaison; and 11) support to ensure that the priorities of ICAO and States are reflected in external policies.
102. In response to the results of State-specific USAP-CMA Audits, ESAF RO has continued to provide support to Member States to strengthen their capacity to implement the global targets for aviation security. The ESAF RO has been consistent in reviewing the CAPs of individual States and in providing follow-up support for implementing the CAPs to resolve identified SSeCs. States have received tailored support through in-country technical assistance missions and virtual exchanges with the ESAF regional officers.
103. In 2022, ESAF RO completed needs assessments for [REDACTED] and supported the development of two State-specific projects for [REDACTED]. The RO also reviewed the CAPs for [REDACTED], and supported four ESAF States [REDACTED] to prepare for the USAP-CMA Audit. In 2023, ESAF RO provided support to six States [REDACTED]. This was followed by a review of the CAPs for three of the States in 2024 [REDACTED] and the provision of implementation support. In total, nine ESAF States received ESAF RO support during 2022-2024 to implement the GAsEP targets using the Regional Implementation Roadmap⁶⁰.
104. Three States received support from the ESAF RO in 2024 to establish SEC/FAL Oversight Systems⁶¹. The RO also conducted technical missions to five ESAF States⁶² to support the implementation of the GAsEP targets, with a focus on Annex 17. Five ESAF States also received support from ESAF RO to develop and implement prioritized State-specific projects (including follow-up support, as applicable)⁶³.
105. To enhance its support to ESAF Member States, the RO has convened and/or participated in meetings and seminars with multiple stakeholder agencies, creating opportunities for increased synergies across civil aviation partners. There is an overlap in the mandates and work programmes of ESAF RO and regional development partners. During the regional convenings, however, participating entities have shared information on their activities within the region to avoid duplication and better address the needs of individual States while building their capacities for aviation security and facilitation oversight.⁶⁴ In 2024, for example, ESAF RO partnered with regional organizations and development partners to facilitate an Aviation Security Seminar during AFI Week, as well as an inception workshop for a seminar on Advanced Passenger Information/ Passenger Name Record (API/PNR). Seven ESAF States were represented at the seminar.

■ [REDACTED]
■ [REDACTED]
■ [REDACTED]
■ [REDACTED]

⁶⁴ See Finding 2

106. In 2024, ESAF RO convened the Annual Coordination Meeting in Dakar, Senegal, to support information-sharing on development programming for civil aviation in AFI States. During the COVID-19 pandemic, ESAF RO also represented ICAO in regional meetings, to ensure that the priorities and policies of ICAO and ESAF Member States were integrated into strategic decision-making.
107. The RO has actively supported AFCAC during the convening of the RASFALG-AFI Meeting, to support the implementation of the RASFALG-AFI Work Plan, including the endorsement of the Revised Windhoek Targets by African Union (AU) Organs (e.g. the AU Commission, the Executive Council, etc.). As a result of its coordination approach to State engagement, ESAF RO contributed towards the implementation of the Windhoek and GAsEP targets (e.g. by endorsing the Revised Windhoek Targets). AU Organs also supported the aversion of potential SSeCs within the region. In 2022, all ESAF Member States converted to using machine-readable passports.
108. ESAF RO has had to be selective in the number of country missions that it conducts because of budget constraints. To overcome this limitation, the RO has used a cost-recovery approach⁶⁵ to facilitate technical assistance missions to Member States. While the cost-recovery approach has allowed the RO to conduct technical assistance missions to ESAF States, some activities within the Regional Operating Plan during 2020-2024 were cancelled because of inadequate funding.
109. In 2024, ESAF RO was unable to facilitate TRIP seminars/ courses, including in the form of webinars, because of financial constraints. The RO was also unable to conduct a regional seminar on Annex 9: Facilitation, as outlined in the Regional Operating Plan, for the same reason. As funding was unavailable at the level of ICAO Headquarters to implement implementation Packs (iPacks), the RO was also unable to facilitate this activity.⁶⁶

Strategic Objective 4: Economic Development of Air Transport

Finding 8: The RO has supported States in enhancing air transport's contribution to regional and Member States' economic development. However, there remains a need to strengthen States' understanding of the economic value of air transport. Improved awareness, prioritization and political commitment from national governments are essential to effectively develop and implement strategies and action plans that leverage civil aviation for economic growth.

110. Strategic Objective 4: Economic Development of Air Transport has been structured around seven result areas:
- Support and promote the sustainable development of an economically viable and resilient civil aviation system.
 - Provide assistance to States concerning civil aviation forecasting, economic planning, statistics and sharing of data/information.
 - Cooperate with international/regional organizations and promote collaboration among different stakeholders to maximize synergies and ensure efficient and cost-effective assistance to States.
 - Identify State needs for assistance in air transport, technical assistance and technical cooperation, in close collaboration with ICAO Headquarters and support resource mobilization.

⁶⁵ This approach involves State assumption of responsibility for the travel costs and accommodation expenses of the ESAF RO regional officers.

⁶⁶ ESAF Regional Operating Plan, 2024

- Assist States to follow ICAO policies and guidance, Regional Action Plans and the Framework for aviation infrastructure in Africa, and monitor/ report on developments in air transport.
 - Cooperate with regional civil aviation bodies to maximize synergies that ensure efficient and cost-effective assistance to States.
 - Actively participate and assist States and partners in the development and implementation of a Plan of Action for Development of Aviation Infrastructure in Africa.
111. The planned activities/ deliverables for Strategic Objective 4 involved: 1) dissemination and promotion of policies and guidance; 2) capacity-building and workshops; 3) aviation infrastructure gap analysis; 4) sustainable development of an economically viable and resilient civil aviation system; 5) civil aviation forecasting, economic planning and statistics; 6) cooperate/ work with international/regional organizations; 7) awareness-raising on aviation data and analytics and development of national civil aviation policy; 8) needs assessment, technical assistance and resource mobilization; and 9) support for States in coordination with CDI.
112. ESAF RO has implemented most of its activities under Strategic Objective 4. By participating in the Annual Coordination Meeting, the ESAF RO gained access to opportunities for increased synergies with civil aviation partners in the region. The Coordination Meetings also facilitated RO access to opportunities for inter-agency collaboration on various aspects of civil aviation (e.g. policy, technical cooperation, capacity-building, the promotion of ICAO priorities, etc.). Results achievement also indicated that approximately 60 per cent of ESAF States opened up international routes in support of the ICAO long-term vision on liberalization.
113. Stakeholder consultations at the Member State-level have shown that the expectations of Member States for economic development have been disproportionate to ESAF RO support in this strategic area (i.e. States expectations have surpassed the support that has been provided by the RO for economic development). At the same time, the onus would be on country governments, working in collaboration with the CAA, to prioritize and facilitate strategies and action plans for economic development through civil aviation. While ESAF RO is able to support this process, the RO cannot initiate or approve State investment in and prioritization of civil aviation as a revenue source for economic growth.
114. In 2021, the RO engaged in advocacy and awareness-raising to increase the number of ESAF States that were implementing the Single African Air Transport Market (SAATM) by two additional States. SAATM was launched in January 2018 by the African Union Commission (AUC) as the first project of its strategic agenda, Agenda 2063: The Africa We Want. The objective of SAATM is to liberalize the African aviation market to facilitate economic development through job creation, an increased gross domestic product for African countries and greater passenger access to intra-regional air travel that is easier, cost-effective and competitive.
115. ESAF RO did not meet its target of increasing the number of ESAF States that commit to SAATM. The results targets for Strategic Objective 4 within the ESAF Regional Operating Plan also do not specifically indicate how the support of the RO will contribute towards State-level economic development. The link between the results targets and economic development is vague. A similar level of vagueness is observed in the results that have been achieved in this strategic area. Table 3 is an extract from the ESAF Regional Operating Plan that presents examples of achieved results under Strategic Objective 4.
116. Although Column 4 should present the results that were achieved for ESAF/DEV 7.1.1 and 7.2.1, it rather indicates the activities that were conducted. There is no indication of the contribution

that was made towards economic development through civil aviation⁶⁷. The evaluation notes, however, that while the core issue pertains to results articulation, the CPMR tool has not allowed for detailed reporting on results achievement⁶⁸.

Table 3. Example of Results Reporting: Strategic Objective 4 – Economic Development

Code (1)	Deliverable/ Planned Activity of 2024 (2)	2024 End Year Status (3)	2024 End Year Achieved (4)
ESAF/DEV 7.1.1	Closely work with AFCAC and AUC on the Joint Prioritized Action Plan (JPAP) to enhance the implementation of the Single African Air Transport Market (SAATM)	Achieved	Closely work[ed] with AFCAC and participated in the joint Prioritization Action Plan meetings, providing the ICAO plans and implementation progress in the region for 2024 under all strategic objectives supporting JPAP
ESAF/DEV 7.2.1	Increase awareness on ICAO programme related to aviation data and analytics and the development of national civil aviation policy	Achieved	State letters related to air transport policy and statistics disseminated to States. Also participated and support provided during the workshop discussing the draft Aviation Satellite Account (ASA) for Kenya.

Source: ESAF Regional Operating Plan, 2024.

Strategic Objective 5: Environmental protection

Finding 9: ESAF Regional Office, in collaboration with ATB/ENV, has provided guidance and support to Member States for the implementation of CORSIA and Annex 16. However, environmental protection continues to be a lower priority for many States. This is primarily because it is not included in ICAO's audit processes.

117. The facilitation of Strategic Objective 5: Environmental protection (ENV) had five result areas:⁶⁹

- Assist States in the region to implement Annex 16 and assess the environmental benefits of operational improvements.
- Assist in the development and implementation of State action plans on carbon dioxide (CO₂) emissions reduction activities and the implementation of CORSIA⁷⁰.
- Monitor the implementation of ICAO Environment provisions, policies and guidance.
- Identify common challenges and State needs for assistance and provide technical assistance.
- Promote research on the impact of climate change/ aviation green /environmental innovation.
- Cooperate with international/regional organizations and promote collaboration to maximize synergies and ensure efficient and cost-effective assistance.

118. The planned activities that were implemented under Strategic Objective 5 involved: 1) training and seminars; 2) State Action Plans; 3) facilitation of CORSIA; 4) promotion of policies, guidance

⁶⁷ Stakeholder consultations have indicated, for example, that there is need for enhanced support for air transport development; economic regulations; and safety.

⁶⁸ The CPMR tool is addressed further under Finding 11.

⁶⁹ Paraphrased from ESAF Regional Operating Plan

⁷⁰ Carbon Offsetting and Reduction Scheme for International Aviation

and the priorities of States and ICAO; and 5) collaboration with regional and international organizations.

119. There has been evidence of the contribution of ESAF RO towards the achievement of expected results in relation to ENV. The RO has provided tailored support to individual Member States to inform the development of State Action Plans (SAPs) and has facilitated workshops and seminars in collaboration with regional and international development partners. ESAF RO has also participated in the Annual Coordination Meeting and thematic meetings that have been organized by stakeholder agencies (e.g. AFRAA⁷¹, CASSOA; IATA⁷², RSB⁷³, and the AUC).
120. As of February 2025, 150 out of 193 ICAO Member States had each submitted their SAP for environmental protection. This represents 99.11% of global revenue tonne-kilometres (RTK)⁷⁴. The SAPs outline measures to reduce CO₂ emissions from international aviation. In 2019, 10 ESAF States had submitted SAPs. Between 2020 and 2024, an additional seven States from the region developed and submitted their SAPs. As of December 2024, a total of 17 SAPs had been submitted by ESAF Member States.⁷⁵ This aggregate was merely one State short of the expected target: development and submission of the initial SAP by 18 ESAF States.
121. As a participating organization at the 2024 UNECA 10th Africa Regional Forum on Sustainable Development, ESAF RO facilitated a side-event on CORSIA in collaboration with the ICAO Air Transport Bureau (ATB). The RO also collaborated with RSOO SASO to facilitate an in-person workshop on environmental protection for SADC States.
122. ENV at ESAF RO has also been represented during technical assistance missions to States that were led by other regional organizations. In May 2023, for example, the RO participated in a CASSOA-led technical assistance mission. The RO also hosts a virtual ENV meeting to facilitate interactive exchange and create increased opportunities for collaboration among ENV partners, as well as civil aviation stakeholders.
123. RO support to Member States contributed to the promulgation of CORSIA regulations within five ESAF States.⁷⁶ Comoros also become the 14th ESAF State to join CORSIA. All State Focal Points for CORSIA/ENV were also accessing the CORSIA Central Registry and had received training through the Assistance, Capacity-building and Training CORSIA (ACT-CORSIA) Buddy programme.⁷⁷
124. ESAF RO has made progress towards results achievement in the area of environmental protection, but has been challenged by the limited engagement of some States in ENV-related activities. As ENV is not audited, planned activities under Strategic Objective 5 often remain unprioritized by Member States.

⁷¹ African Airlines Association

⁷² International Air Transport Association

⁷³ Roundtable on Sustainable Biomaterials

⁷⁴ https://www.icao.int/environmental-protection/Pages/ClimateChange_ActionPlan.aspx

⁷⁵ *ibid*

⁷⁶ The five States are: Botswana; Malawi, Rwanda; South Africa; and Zambia

⁷⁷ <https://www.icao.int/environmental-protection/CORSIA/Pages/CORSIA-Buddy-Partnerships.aspx>

Efficiency

125. Efficiency was measured as the extent to which there was an economic use of resources for results achievement, to avoid duplicated efforts and facilitate partnerships with regional actors to enhance resource use during the implementation of the Regional Operating Plan.

Finding 10: While ESAF RO has been responsive to the needs of Member States, the ability of the RO to provide tailored support to States has been limited by regional budget constraints. There is a need for greater technical assistance, tailored training, and better communication about available resources and services.

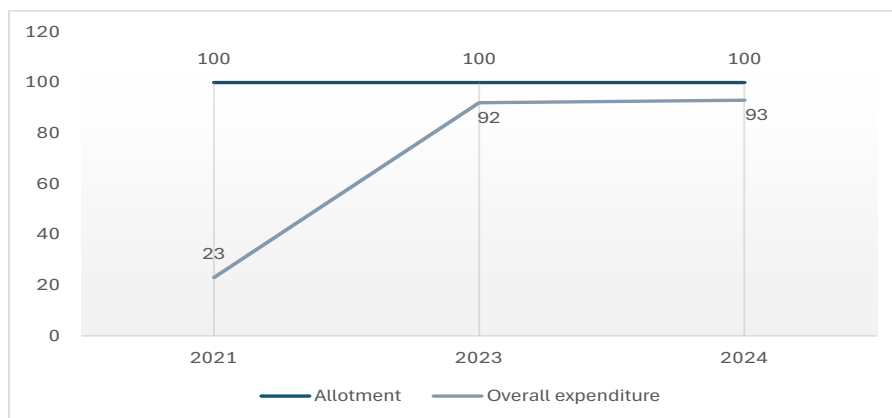
126. There was significant evidence of technical assistance by ESAF RO to Member States during 2020-2024. The RO has been timely in its response to State-specific requests and has invested fully in disseminating information and guidance material on ICAO policies and priorities to ensure State compliance with global civil aviation goals. To support its approach, ESAF RO has collaborated with regional organizations and international civil aviation stakeholder agencies that are active in the ESAF region. By facilitating the Annual Coordination Meeting, for example, ESAF RO has been able to harmonize its support to States by building on the work programmes of partner agencies.
127. The work of the RO has been relevant for the strengthening of civil aviation oversight systems and operations within ESAF States. Stakeholder consultations have also highlighted the timeliness of the RO response to requests for assistance from States. There is a question, however, of whether technical assistance to Member States has been responsive to their specific needs. This does not negate the evidence of tailored support that has been provided by ESAF RO (e.g. to address SSCs or SSeCs).
128. An issue for consideration is the extent to which capacity-building, trainings, workshops and seminars have been integrated into the Regional Operating Plan. While these activities are important for building State capacities in civil aviation, there has been limited evidence of their contribution to enhanced operations at the State level. The exception has been the contribution of the AFI Plan to civil aviation safety, as documented in the annual reports on the status of activity implementation.
129. Africa is the only region that has comprehensive and specific plans to address aviation safety and security issues (the AFI Plan and the AFI SECFAL Plan, respectively). As both plans have been integrated into the responsibilities of all ROs in the region, they allow for identification and follow-up on deficiencies in the areas of safety (SSCs) and security (SSeCs). The effective resolution of the SSCs and SSeCs is also strongly supported by the USOAP and USAP Audits, respectively.
130. The primary source of funding for activity implementation under the Regional Operating Plan is the regular budget. In 2024/2025, ESAF RO was responsible for managing allotments received under the regular budget (Fund 1101), as well as voluntary contributions (Fund 1313), and cost recovery funds (Fund 1213). In 2022/2023, the RO managed two time-bound Funds (Fund 1104 and 1106). As a result of budget limitations, however, there have been gaps in the extent to which ESAF RO has been able to address the specific needs of Member States. This has also been reflected in reduced technical assistance missions by regional officers to engage States in a comprehensive assessment of needs within the civil aviation sector.

There is a huge opportunity for ICAO to be closer to the Member States to really understand what is going on.

Source: Stakeholder consultation, ESAF Member State

131. Stakeholder consultations at the level of ESAF RO and Member States have highlighted challenges to activity implementation that derive from RO budget limitations. While ESAF RO is responsible for managing the budget for RO administrative costs, ICAO HQ manages the budget for activity implementation under the five strategic objectives. As budget allotments for each strategic area originate from ICAO HQ, the RO does not have any control over the amounts that are allotted. The RO is responsible, however, for determining which activities can be implemented within budget under each strategic area and for reporting on the utilization of the allotments.
132. As the Regional Operating Plan is informed, in part, by the priorities of ESAF Member States, the RO has taken steps towards the efficient management of the budget allotment to support effective implementation by strategic area. At the start of the financial year, regional officers are advised of the available budget for their strategic area and receive monthly updates on the remaining balance. This approach is used to inform activity planning, based on the need for forward-looking decision-making on which activities can be implemented within budget.
133. The approach to managing the budget allotment has contributed towards an increase in the utilization rate. In 2024 and 2023, the utilization rate for the regular budget allotment was 93 percent and 92 percent, respectively, which were significant improvements over the utilization rate of 23 percent in 2021 (see Figure 5).

Figure 5: Utilization rate of Regular Budget, 2021-2023, (%)



Source: ICAO/ESAF RO, 2025

134. To further support increased efficiency in managing the budget allotment, ESAF RO introduced a new approach for allocating funds from the regular budget. It has involved aligning the allocation with the percentages that are maintained within the ICAO Business Plan. This alignment has contributed towards the increase in the utilization rate of the budget allotment, improved reporting and the linking of scarce resources to strategic priorities. The overall process has been enhanced by the upgrading of financial operations within the RO from a cheque-based system to online banking, which has contributed towards the faster disbursement of funds for activity implementation.

Finding 11: ESAF RO relies on voluntary funds and cost-recovery approach to supplement its core budget. However, the unpredictable nature of voluntary funds, along with delays in crediting and limited clarity into project-level allocations and expenditure, hinders RO long-term planning and financial management.

135. ESAF RO supplements its regular budget through voluntary funds and cost-recovery mechanisms to support the implementation of its regional operating plan and projects. As voluntary funds are received on an ad hoc basis, however, it is difficult for the RO to initiate long-term planning

on the use of the funds. There is also a lengthy process for the funds to be credited for use by the RO. Delays in fund crediting⁷⁸, coupled with limited clarity around project-level allocations and expenditures, further hinder effective financial and programme management. These issues also constrain the RO's ability to make informed decisions and optimize the use of available resources.

136. Member States have been especially affected by the budget-related challenges of the RO, as the RO has had to limit the extent of its support to States. The States are aware of the budget and capacity constraints of ESAF RO (e.g. the position of Regional Officer for Meteorology (MET) is vacant). They are also aware that they need to comply with the mechanisms and procedures that have been established by the RO to guide its technical assistance and related support to States.
137. CAAs have advised, however, that they have incomplete information on RO resources and services. This informational gap has limited CAA awareness of the type of support that can be requested from the RO to address identified State-level needs. It has created an opportunity for ESAF RO to provide Member States with information on the role of the regional officers, and available RO resources and services.
138. Increased outreach to States, with emphasis on awareness-raising on RO resources and services, will facilitate access by ESAF RO to greater interface with States, to better understand their perspectives and contextual needs. States will benefit from clarified information on the application of ICAO standards; how to proceed on identified elements of civil aviation (e.g. safety and security); etc.

The RO is an administrative entity that assists, but there is no routine ... [there is need for] proper interface with States to provide the proper information that is needed.

Source: Stakeholder consultation, ESAF Member State

Finding 12: The ICAO CPMR tool has provided some support for results planning, monitoring and reporting for the Regional Operating Plan. The functionality of the tool is limited, however, as it does not allow easy adjustment of documented activities and results, as well as detailed and precise reporting on results achievement. Adequate training was also not provided to regional officers on RBM and the CPMR tool to support results planning, monitoring and reporting.

139. In alignment with a results-based management (RBM) approach to performance measurement, ICAO has been developing (and piloting) its CPMR tool⁷⁹. The CPMR tool is an upgrade of the CMRT⁸⁰. It is an integrated tool for tracking corporate performance and organization-wide contributions to the ICAO strategic objectives and their supporting strategies⁸¹. As an improved solution to results monitoring and reporting, the CPMR has placed emphasis on increased transparency and accountability, given its alignment with the key performance indicators (KPIs) of the ICAO Business Plan.
140. ESAF RO has integrated the CPMR into its RBM processes to systematically monitor and report on progress towards the achievement of expected results. The benchmark for results monitoring has been the Regional Operating Plan.

⁷⁸ OIO has made recommendation to improve the lengthy process of approving voluntary finding and delayed crediting in past evaluation and audit.

⁷⁹ The Corporate Management and Reporting Tool (CMRT) was operational during Business Plan 2017-2019. It was used to manage the Business Plan and report on implementation progress.

⁸⁰ The Corporate Management and Reporting Tool (CMRT) was operational during Business Plan 2017-2019. It was used to manage the Business Plan and report on implementation progress.

⁸¹ <https://www.icao.int/annual-report-2019/Pages/supporting-strategies-corporate-performance-icao-business-plan.aspx>

141. There are significant functional gaps in the applicability of the CPMR tool to regional results reporting. The tool has been useful for the articulation of key activities, deliverables, results targets and actual results. Stakeholder consultations have indicated, however, that the tool does not permit: 1) adjustments to activities and results targets that were established at the start of the triennium; and 2) detailed but precise reporting on results achievement⁸².
142. To mitigate these limitations, regional officers at ESAF RO have each developed their own templates for their strategic areas. These templates have been developed in Microsoft Excel or Word and are submitted to the Deputy Regional Director upon completion for integration into the CPMR. There has been a lack of consistency, however, in the articulation of some key activities, deliverables and results targets across the assessment period (2020-2024).
143. Table 4 presents an extract from the ESAF Regional Operating Plan. At the level of Project Key Activity #8.3, the expected result is not in the form of a quantifiable target and does not provide details of achievement milestones for the development and implementation of the anticipated State-specific projects.
144. While a change in the project code between 2022 and 2023 is indicative of the evolution of the Operating Plan, the rationale for the replacement of 'Project/ Key Activity' with 'Description' is unclear, as the main project activities need to be identified. The extract shows that the articulation of the key activities was also omitted from the CPMR tool in 2024.
145. Results reporting for 2024 provides evidence of quantified result targets, but there are still insufficient details and precision to support the reported status, i.e. achieved results. The assessment of the CPMR tool has shown that the tool does not facilitate the level of detailed reporting that is required. Based on the quality of the performance indicators, however, it is also conceivable that regional officers at ESAF RO have not received sufficient guidance on results monitoring and reporting (i.e. the need for SMART⁸³ indicators and greater reporting precision).

Table 4. Results Reporting: Strategic Objective 3 – Security and Facilitation, 2022-2023

#	Project/ Key Activity	#	Deliverable	Target	Actual
2022					
8.3	Supports States in the Region in their endeavours to implement Annex 17 and Annex 9 SARPs	8.3.1	Assistance activities through interaction with States to comply with Annex 17 and security-related provisions of Annex 9 by implantation of AFI SECFAL Plan	Conduct needs assessment to States, Develop State-specific projects, Implement State-specific projects	Needs Assessment: Comoros, Malawi Two State Specific projects : Malawi, Djibouti
Name	Description	Name	Description	Year-End Status	2023 YE Achieved
2023					
ESAF/ SEC 6.3	Support States in the Region in their endeavours to implement Annex 17 and Annex 9 SARPs (including the ICAO TRIP Strategy elements).	ESAF/ SEC 6.3.1	At least two ICAO TRIP Strategy Courses conducted	..	Two back to back [courses] conducted: Nairobi Kenya
		ESAF/ SEC 6.3.2	At least two ICAO Annex 9 FAL Courses delivered	..	Ethiopia, Kigali and Johannesburg
		ESAF/ SEC 6.3.3	At least two states supported to establish SEC/FAL Oversight system	..	Namibia and Botswana

⁸² See Finding 7, Table 2

⁸³ SMART indicators are: Specific; Measurable; Achievable; Relevant; and Timebound (Source: <https://erc.undp.org/pdf/evaluation-guideline-section/section-1.pdf>)

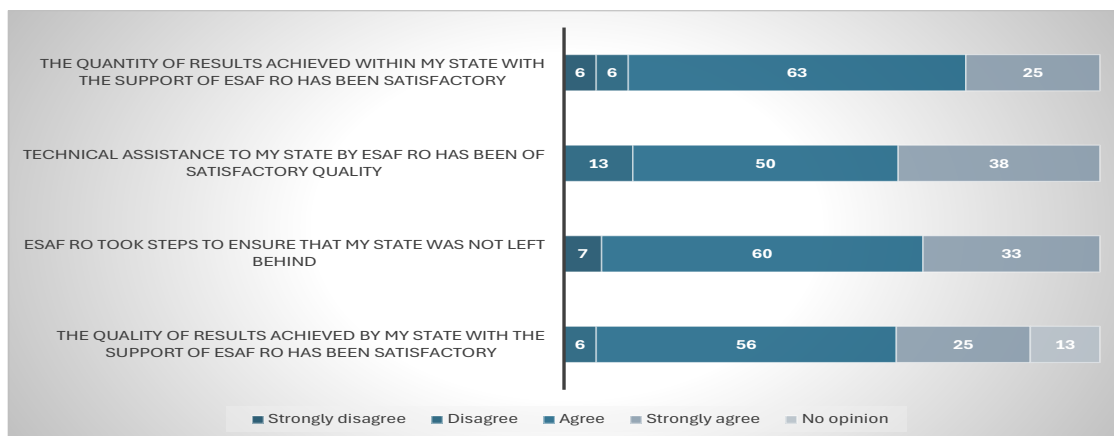
		Code	Deliverable of 2024	Year-End Status	2024 YE Achieved
2024					
		6.3.2	At least two States supported to establish SEC/FAL Oversight system	Achieved	Eswatini, Madagascar, Comoros supported

Source: ESAF Regional Operating Plan, 2024.

Finding 13: ESAF RO has been able to provide good-quality support to Member States based on its available resources but has been challenged by an insufficient supply of technical staff to strengthen its responsiveness to State-specific needs. Portuguese-speaking AFI Member States in particular have challenges accessing tailored technical assistance and support in their language due to a lack of Portuguese-speaking Regional Officer.

146. Although ESAF RO has had access to a limited budget for activity implementation, the RO has received positive feedback on the quality of its support to Member States (see Figure 6). In a survey of ESAF States, 93 per cent of respondents shared the view that ESAF RO had taken steps to ensure that their State was not left behind. Eighty-eight (88) per cent of respondents agreed that the technical assistance that had been provided by ESAF RO had been satisfactory. There was also agreement by 88 per cent of the respondents that the level of RO support had been satisfactory. In addition, 81 per cent of respondents agreed that the quality of support had also been satisfactory.
147. The proportion of stakeholders who did not agree that the support of the RO had been satisfactory ranged from six to 12 per cent of all respondents. In addition, 13 per cent of respondents did not have any opinion on the quality of RO support to States. Relatedly, stakeholder consultations with senior CAA management indicated that a challenge to the achievement of the national civil aviation plans was insufficient in-country capacity. This capacity gap signifies a need for greater technical assistance and/ or opportunities for tailored training/ capacity-building.

Figure 5: Stakeholder perception of the quality of ESAF RO support, (%)



Source: Stakeholder survey, ESAF Member States, 2025

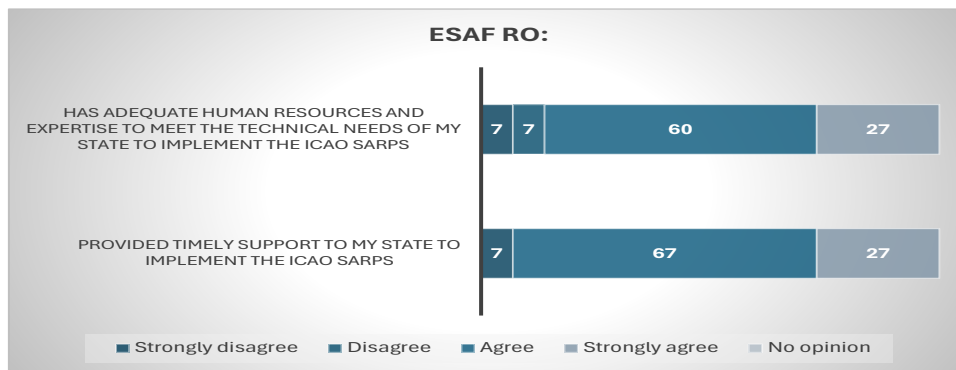
148. Although Member States are aware of the resource challenges of the RO⁸⁴, most survey respondents indicated that they received timely assistance to support the implementation of the SARPS (94 per cent of all respondents). A significant proportion of the respondents (87 per cent)

⁸⁴ See Finding 8

also agreed that the RO has adequate human resources and expertise to meet the technical needs of ESAF States to implement the SARPS (see Figure 7).

149. It should be noted, however, that each regional officer has an extensive work portfolio involving responsibility for supporting all 24 ESAF States. As there is no regional officer for MET on staff, the responsibilities of the position are being managed by the Regional Officer for ENV. There is also no dedicated officer for AIG.
150. ESAF RO is also unable to provide direct support in Portuguese to Angola and Mozambique as there is no Portuguese-speaking regional officer on staff. Translation services in Portuguese are also not available during regional events and the dissemination of information because Portuguese is not one of the six official languages of the United Nations.

Figure 6: Stakeholder perception of the quality of ESAF RO support, (%)



Source: Stakeholder survey, ESAF Member States, 2025

Sustainability

151. As a measure of sustainability, the evaluation assessed whether there has been evidence of continued benefits to ESAF States in response to the support that was provided by ESAF RO.

Finding 14: Given the focus of the Regional Operating Plan on technical assistance and enhanced State-level capacities for improved civil aviation, ESAF RO has contributed towards sustainability. This does not, however, negate the importance of follow-up by the RO to encourage the uptake of achieved results by national policy.

152. There has been significant emphasis within the ESAF Regional Operating Plan on capacity-building to enhance State-level capacities for effective civil aviation oversight. The Regional Operating Plan has been used to facilitate regional and country-level trainings, seminars and workshops, which have been followed by tailored technical assistance missions to individual States (in particular, to address CAP implementation, SSC prevention and resolution, etc.).
153. In May 2024, for example, ESAF RO facilitated an aerodrome certification workshop in Luanda, Angola, for Member States. The workshop included a presentation on Procedures for Air Navigation Services⁸⁵ and the Global Reporting Format for runway surfaces. ESAF RO provided post-workshop follow-up support to Mauritius and Seychelles through ROST missions. The RO also facilitated an interregional Search and Rescue (SAR) workshop in Luanda, Angola, in June 2024. Post-workshop follow-up for States involved ROST missions on the need for SAR exercises (SAREX) and SAR regulatory frameworks. ROST missions were conducted in Mozambique to support the development of SAREX procedures and in Angola to facilitate its SAREX observer status.

⁸⁵ <https://skybrary.aero/sites/default/files/bookshelf/3597.pdf>

154. The combination of capacity-building and technical assistance is a proxy for sustainability planning. Both activities can be used to initiate forward-looking programming for systems and procedural enhancement using acquired learnings and capacities. Policy uptake is a critical aspect of this process, given the need for the prioritization of civil aviation by national policy as a vehicle for socio-economic growth. This approach would also allow for the prioritization of CAPs by country governments, in coordination with the CAA, to ensure State compliance with the global goals for aviation safety and security, and contribute towards their achievement.

Cross-cutting theme: Gender and Passenger rights

155. Gender and passenger rights were each assessed as the extent to which there has been evidence of the incorporation of considerations for gender equality and passenger rights into the ESAF regional portfolio, including support to Member States.

Finding 15: The integration of gender and passenger rights into the regional portfolio has been increasingly central to the work of ESAF RO and some Member States. However, it remains a work in progress both at the regional and Member State levels, requiring continued efforts to mainstream these priorities more systematically.

156. ESAF RO has committed to supporting the integration of gender equality and passenger rights into the management and implementation of all RO initiatives. This support includes direct assistance to Member States and collaborative exchanges with regional organizations and development partners.
157. The ESAF RO approach has been informed by the high-level commitment of ICAO to the 2030 Agenda for Sustainable Development, including an institutional contribution towards the achievement of the Sustainable Development Goals (SDGs). At present, however, the staff of ESAF RO are predominantly male, and OIO could not assess if ESAF would mainstream people with limited abilities in their recruitment practices⁸⁶. In general, the integration of considerations for gender and passenger rights into the RO portfolio and at the level of Member States is a work in progress.

Gender Equality

158. The ICAO commitment to SDG5: Gender Equality commenced with [Resolution A39-30](#), as adopted by the Assembly in 2016, to promote the participation of women in the global aviation sector. Resolution A39-30 has encouraged cooperation between ICAO and States on relevant programmes and projects to achieve this goal, and was followed by [Resolution A41-26](#), which advocates a stronger commitment by ICAO to gender equality in aviation.
159. To facilitate the core objectives of both resolutions, ICAO launched its [Gender Equality Programme](#) in 2017 and emphasized the need for a coordinated global approach to implementation, including contributions by Member States. The ESAF RO contribution to the ICAO Gender Equality Programme has supported increased opportunities for the engagement of women professionals in civil aviation. This support involves promoting training opportunities for women and hosting thematic panel discussions.
160. ESAF RO has promoted a new initiative by the ICAO GAT Section that encourages greater participation by women in aviation training. The RO has also promoted a self-paced online course for women, which is offered under the Unleashing Aviation Excellence: 193 Women

⁸⁶ The evaluation notes that the main criteria for staff appointments are qualifications and experience, and the civil aviation industry is male-dominated.

Empowerment initiative. This initiative is fully funded by the General Civil Aviation Authority of the United Arab Emirates and is designed to train female professionals in Safety Management.

161. The RO has also hosted a virtual symposium for International Women's Day, which included panel discussions on women in aviation. ESAF RO has facilitated similar panel discussions during AFI Week and at the ICAO 80th Anniversary Celebrations. All panels were primarily composed of women professionals within the aviation industry.
162. As the panel discussions involved high-level exchanges, there is a question of whether the RO has provided support to Member States to engage women professionals and students (with emphasis on young women) in civil aviation. Pioneering initiatives in this area, including the measures that are initiated by Member States in response to RO support, would be pertinent for the gender equality theme in civil aviation.
163. There is evidence of the contribution of ESAF RO to activities at the Member State level to encourage more women to pursue technical careers in civil aviation. During country missions to Zimbabwe, regional officers from the RO visited the Aviation Training Academy to deliver a presentation to young women about professional opportunities in aviation. This activity had not been pre-scheduled, but was integrated into the country mission.
164. In Ethiopia, universities facilitate discussions on careers in aviation in coordination with the Ethiopian Civil Aviation Authority University. These discussions are used to encourage enrolment by women. They are supported by government policies (e.g. [the 1993 National Policy on Ethiopian Women](#)⁸⁷), which prioritize gender equality and the empowerment of women. In coordination with ESAF RO, regional organizations and State development partners (e.g. CANSO and IATA) also address this subject during regional events, with emphasis on possible actions that could be initiated by States to address the gender imbalance in civil aviation, given that the sector is male-dominated. ESAF RO has provided further support for this level of intervention by collaborating with AFCAC on a new platform, African Women and Youth in Aviation (AWAYA).
165. The Angola Civil Aviation Authority (ANAC Angola) has an Environment and Inclusion Specialist on staff, whose responsibilities include the promotion of gender equality, as well as monitoring and reporting on developments in this area. This work portfolio is supported by [Presidential Decree \(222/13\)](#), which includes a stated national commitment to the SDGs and a budget line. All government ministries in Angola are required to meet the target of 25 per cent women employees by 2025, as informed by the 2013 National Policy for Gender Equality and Equity.
166. In Kenya, the Kenya Civil Aviation Authority (KCAA) has invested significantly in the engagement of women professionals in civil aviation. At the level of the KCAA Board of Directors, there are five women and six men. In the area of executive management, there are four women directors and three men directors. The Director of the East Africa School of Aviation is also a woman. These developments have been strongly supported by the KCAA Gender and Disability Mainstreaming Committee, which was established in 2010. The main role of the committee has been to integrate considerations for gender and disability into the organization, in line with the [2010 Kenyan National Constitution](#) and the [2021 Kenyan Roadmap on Gender Equality and Gender-based Violence](#).⁸⁸
167. Gender equality within the civil aviation sector is a work in progress in several Member States. There is still evidence of gender imbalance at the level of professional appointments (including

⁸⁷ The Government of Ethiopia is currently finalizing a new policy, the National Policy on Gender Equality and Women Empowerment, to replace the National Policy on Women

⁸⁸ The full title of the roadmap is Kenya's Roadmap to Advancing Gender Equality and Ending All Forms of Gender-based Violence and Female Genital Mutilation by 2026.

civil aviation instructors) and the enrolment of women in aviation courses. Stakeholder consultations at ESAF CAAs have also indicated that the hours of work for some professional positions in civil aviation are in conflict with the family-related responsibilities of some women. This is a barrier for women who have been considering a profession in civil aviation.

Passenger Rights

168. By supporting robust and sustainable growth in regional civil aviation, ESAF RO has been contributing to safe, secure and orderly air transport services by Member States. This is an investment in passenger rights.
169. There has been an increasing recognition at the level of ICAO Headquarters of the importance of passenger rights. The [ICAO Core Principles on Consumer Protection](#) have highlighted the need for consumer protection regimes to raise passenger awareness of their rights, to enable them to make informed decisions at all stages of travel (before, during and after their travel experience).
170. As the [1999 Montreal Convention](#) established general provisions for international air travel, the Assembly was invited to develop legal guidelines for the unification of traveller protection systems at the State level⁸⁹. There has been variation, however, in the recognition of passenger rights at the State level (e.g. in relation to airline liability, inclusive accommodation for disabled passengers, etc.), as the Montreal Convention has been signed by 141 out of 191 ICAO Member States.⁹⁰
171. As disability inclusion is not covered by the USOAP audit, there has been limited evidence of measures at the Member State level for addressing the needs of passengers with disabilities. Country missions to Malawi, Ethiopia and Kenya have shown, however, that these States have taken steps to integrate disability inclusive considerations into civil aviation.
172. In Malawi, the 2024 National Disability Act⁹¹ supports the provision of equal opportunities and services for persons with disabilities. As the establishment of the CAA is ongoing, the integration of the Act into the civil aviation sector is a work in progress.
173. A new international airport is being constructed in Ethiopia, with a five-year completion timeframe, to better absorb the high level of regional and international passenger traffic. Stakeholder consultations with the Ethiopian Civil Aviation Authority (ECAA) have indicated that the new airport will provide specific services for passengers with disabilities. The ECAA has also been exploring the areas in which further collaboration with ESAF RO would be required to better support the Member State to meet the needs of this category of passengers. From an ECAA perspective, these areas include pre-travel planning and booking, airport navigation, the in-flight experience, communication and service consistency.
174. In Kenya, the work of the KCAA Gender and Disability Mainstreaming Committee, in relation to disability inclusion, is informed by government policy and legislation. The Kenyan Constitution indicates that persons with disabilities should represent five per cent of all employees. As a result, KCAA employment application forms include a question about the disability status of the applicant. The KCAA also works in coordination with the National Council of Persons with Disabilities to develop draft policies and services for consideration by the KCAA Board of Directors. Significantly, draft policies and services cannot be submitted to the Board if they have not been reviewed by the National Council of Persons with Disabilities.

⁸⁹ https://www.icao.int/Meetings/a39/Documents/WP/wp_130_en.pdf

⁹⁰ https://www.icao.int/secretariat/legal/list%20of%20parties/mtl99_en.pdf

⁹¹ https://macoda.mw/public/assets/uploads/publications/240812090242_Persons%20with%20Disabilities%20Act.%202024.pdf

The AFI SECFAL Plan

Relevance

175. To assess the relevance criterion, the evaluation measured the extent to which projects and activities under the AFI SECFAL Plan were appropriate and consistent with State requirements in the AFI region.

Finding 16: The objectives of the AFI SECFAL Plan are in line with the aviation security and facilitation (SEC/FAL) needs and challenges of AFI States. However, support provided under the Plan has been more heavily focused on aviation security than on facilitation. Additionally, the Plan does not adequately cover AFI States that are accredited to the MID and EUR/NAT Regional Offices.

176. As its main objective, the AFI SECFAL Plan supports enhanced and sustainable aviation security and air transport facilitation in Africa.⁹² A central element of its programming has been collaboration between AFI States (through the CAA, industry and country governments), regional civil aviation organizations and state development partners. However, the Plan has not extended support to AFI States that are accredited to the MID and EUR/NAT Regional Offices.
177. AFI SECFAL Plan implementation has been structured around the expert contributions of state representatives (through RASFALG-AFI), ICAO's Regional Offices, donor states and other civil aviation stakeholder organizations. Based on the engagement of state experts in the discussions on Plan implementation, the needs and challenges of AFI States in aviation security and air transport facilitation have been incorporated into the AFI SECFAL work programme. To support the achievement of the global plans for aviation, there has also been a visible alignment with the ICAO Business Plan.
178. The rationale for the AFI SECFAL Plan has been persistent, systemic deficiencies in civil aviation regulation, oversight and operations within AFI States. These deficiencies have contributed towards the unsatisfactory implementation of Annex 17 (Security) and Annex 9 (Facilitation) of the Chicago Convention⁹³. The identified deficiencies at the level of individual AFI States have included weak national legislation, with emphasis on primary law and operating regulations, governance arrangements, inadequate/ inefficient infrastructure and services, insufficient funding, and a lack of qualified personnel⁹⁴.
179. During its 226th Session, the ICAO Council approved the extension of the AFI SECFAL Plan from 2024 to 2030, and the extension was endorsed by the Assembly in 2022 during its 41st Session. The rationale for the extension has been the continued challenges to aviation security and facilitation across AFI States, as highlighted by the results of the USAP-CMA audits⁹⁵, technical assistance missions and needs assessments.
180. There has been evidence of training for AFI States in security and facilitation under the AFI SECFAL Programme⁹⁶. Each phase of the Plan has also included a requirement for all AFI States to establish a National Air Transport Facilitation Committee (NATFC), develop supporting

⁹² See para. 11-18

⁹³ <https://www.icao.int/publications/pages/doc7300.aspx>

⁹⁴ <https://www.icao.int/ESAF/AFISECFAL/Documents/14th%20Steering%20Committee%20Meeting/SC%2001-WP03C%20-%20Attachments%20and%20Appendices.pdf>

⁹⁵ As of December 2023, 47 of the 54 AFI States had at least one USAP-CMA audit (Source: AFI SECFAL Plan, p.4).

⁹⁶ See Finding 18

programmes and facilitate crisis management procedures⁹⁷. Further to the commencement of the AFI SECFAL Plan in 2015, however, only 67 per cent of AFI States have established a National Air Transport Facilitation Programme (NATFP) and only 50 per cent of AFI States have operationalized their NATFC, as of July 2024⁹⁸.

181. The extension of the AFI SECFAL Plan has created some opportunity for revisiting the support provided to AFI States to ensure that there is a balance between activities and projects on aviation security vis-à-vis facilitation. This approach is necessary as the projects/ activities of the AFI SECFAL Plan have focused more on aviation security than on air transport facilitation, as also mentioned by stakeholders during consultations.
182. AFCAC has established a pool of experts for the AFI region to support the activities and projects of the AFI SECFAL Plan⁹⁹. There are 97 AFCAC Collaborative Expert Scheme (AFI-CES) Designated Experts from 33 AFCAC Member States on the register, but the number of aviation security experts exceeds the number of air transport facilitation experts.

Coherence

183. Coherence was measured as the extent to which support to AFI States under the AFI SECFAL Plan has been compatible with other interventions at the country, sector and/or institutional level.

Finding 17: The AFI SECFAL Plan is well aligned with Regional Operating Plans and the specific needs of Member States. The recent extension also reflects the shared need and commitment among AFI States to enhance aviation security and facilitation, while the Annual Coordination Meeting serves as a vital platform for fostering alignment and collaboration among States, regional groups, and international partners to effectively address persistent SECFAL challenges.

184. The AFI SECFAL Plan has been used to address significant deficiencies in aviation security and facilitation that have challenged sustainable improvements in civil aviation in AFI States¹⁰⁰. Given the commitment of AFI States to the global plans for civil aviation, the AFI SECFAL Plan was developed to play an important role in strengthening civil aviation security and facilitation oversight systems across the region.
185. Although aviation security and facilitation have been incorporated into the ESAF/ WACAF Regional Operating Plans, the AFI SECFAL Plan presents a separate, dedicated programme for this strategic area and covers all AFI States. This approach is similar to the incorporation of Aviation Safety into the regional portfolios and the development of a separate plan for the continent, in the form of the AFI Plan, which focuses on Safety and Air Navigation in combination, as a regional project.
186. The contextual importance of the AFI SECFAL Plan has been informed, in part, by the expectation of increased passenger traffic during post-pandemic recovery (see Figure 8). There has been a gradual increase in passenger traffic, but it has not been matched by the prioritization of civil aviation in all AFI States.
187. Based on air travel forecasts, passenger traffic to, from and within the AFI region is expected to increase annually at a rate of 4.32 per cent between 2024 and 2050. The expected rate of increase

⁹⁷ <https://www.icao.int/ESAF/AFISECFAL/Documents/AFI%20SECFAL%20Plan.pdf>

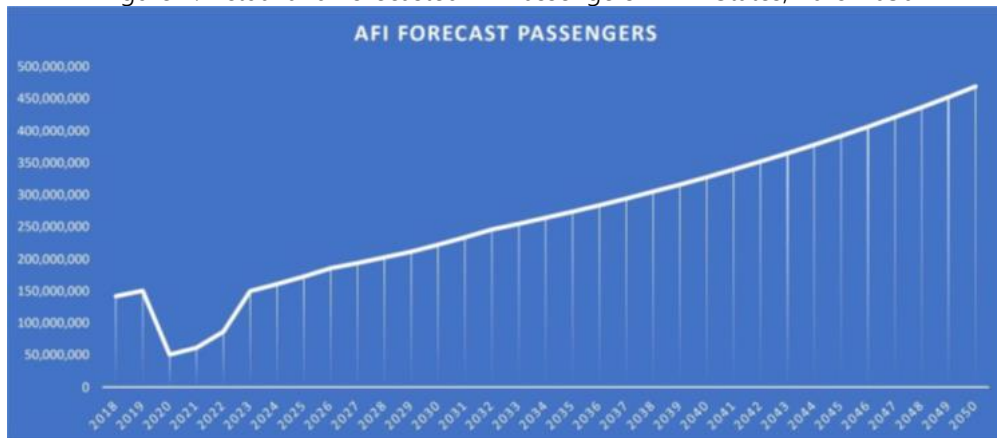
⁹⁸ <https://www.icao.int/ESAF/Documents/meetings/2024/AFI%20DGCA%20Libreville%20Gabon15-16%20July%202024/AFI-DGCA%2010%20WP4%20-%20Regional%20Aviation%20Performance.pdf>

⁹⁹ <https://www.afcac.org/security/>

¹⁰⁰ See Finding 13

is dependent on timely, tailored assistance to AFI States, through State-specific projects that prioritize the health-related SARPs of Annex 9 and the recommendations of the 2021 High-level Conference on COVID-19 (HLCC), with emphasis on the Facilitation Stream¹⁰¹.

Figure 7: Actual and Forecasted Air Passengers in AFI States, 2018-2050



Source: AFCAC, 2024¹⁰²

188. The justification for the AFI SECFAL Plan has been strong. It is practical for AFI States to accommodate the anticipated increase in air passenger traffic. It is also important for individual States to resolve their SSeCs by implementing the USAP-CMA CAPs. As of May 2025, six SSeCs in the region have dated back to 2011 and 2018. Seven new SSeCs also emerged in four different States during 2022-2024¹⁰³.
189. The frequency of the USAP-CMA audit is low in the AFI region, in contrast to other regions. In addition, the regional EI score, as well as the score for some States, is below the global average. As a result, there are major advantages to the AFI States if these issues were addressed by a dedicated AFI SECFAL programme.
190. As a requirement of Annex 17, the resolution of the SSeCs will signify compliance with the ICAO SARPs. The AFI SECFAL Plan is also used to assist States in developing and implementing their CAPs to resolve the existing SSeCs and prevent others from emerging. This approach has strong potential to contribute towards: 1) the restoration of international confidence in the State-specific aviation systems of the AFI region¹⁰⁴ and 2) domestic and regional socio-economic growth.
191. The extension of the AFI SECFAL programme, combined with the development of a new governance framework to support coordination and management, has indicated that AFI States are in general agreement with a dedicated programme on aviation security and air transport facilitation. The effectiveness of the Annual Coordination Meetings has also shown that AFI States are in favour of collaborative work with regional civil aviation entities (other States, Regional Groups, international agencies, ICAO/ ROs) to address the key SECFAL issues of the region and ensure the success of the AFI SECFAL Plan.
192. The evaluation acknowledges that the extended phase of the programme is an opportunity for further strengthening of programme, increasing efficiencies and achieving targeted results. It is equally recognized that the AFI SECFAL Plan cannot address the entire emergent and persistent

¹⁰¹ <https://www.icao.int/ESAF/AFISECFAL/Documents/14th%20Steering%20Committee%20Meeting/SC%2001-WP03C%20-%20Attachments%20and%20Appendices.pdf>

¹⁰² <https://www.icao.int/ESAF/Documents/APIRG/APIRG%2027/WPs/ENG/APIRG27%20WP03F5%20-%20Infrastructure%20Gap%20Analysis%20Updates%20Presentation.pdf>

¹⁰³ <https://www.icao.int/ESAF/AFISECFAL/Documents/14th%20Steering%20Committee%20Meeting/SC01-WP04%20Report%20on%20RASAFALGAFI%20and%20Review%20of%20Windhoek%20Targets.pdf>

¹⁰⁴ *ibid*

SECFAL issues of the AFI region without coordinated support across AFI States, effective oversight and State-level political commitment that have been combined with the prioritization of civil aviation by country governments. In the absence of these critical components, the potential effectiveness of a separate AFI SECFAL Plan will remain open for debate.

193. Significantly, the extended AFI SECFAL programme document has acknowledged that efficient SECFAL within the region is challenged by variations in 'political commitment at the national level'¹⁰⁵ across AFI States. There is an equivalent acknowledgement, however, that the programme has secured some notable achievements to date, including the 'securing of strong political commitment,' the 'harmonization of process,' the 'sharing of resources/ information' and the 'embracing [of] best practices.'¹⁰⁶

Effectiveness

194. The effectiveness of support to Member States under the AFI SECFAL Plan was measured as evidence of the achievement of target objectives. This section has had a particular focus on the achievement of planned objectives and expected results during the medium term (2018-2020), the long-term (2021-2023) and the extended term (2024-2030).

AFI SECFAL Plan Objectives: Medium-term (2018 – 2020)

Finding 18: Although less than 50 per cent of AFI States had achieved the target EI score at the medium term of the AFI SECFAL Plan, there was evidence of steady progress towards the global aviation security targets.

195. Medium-term implementation of the AFI SECFAL Plan targeted an increase in the level of aviation security within the AFI region. At least 50 per cent of States were to achieve a minimum EI score of at least 65 per cent of the critical elements (CEs) of a state-level aviation security oversight system¹⁰⁷. The establishment of this target corresponded with the global average of the second cycle of the USAP-CMA.
196. The results areas of the medium-term phase of the AFI SECFAL Plan were:
- National Air Transport Facilitation programmes in each AFI State.
 - Risk management and sound crisis management procedures in all AFI States.
 - All AFI States ratify relevant international instruments.
 - Establishment of sustainable aviation security and facilitation training capability and adequate human resources policies within all AFI State.
 - A minimum 65 per cent EI of the critical elements by at least 50 per cent of AFI States¹⁰⁸.
197. The planned activities for these results areas involved seminars, trainings and workshops at the regional and state levels (including at the airport level), as well as mentoring/ coaching.
198. As a major achievement, the results of the USAP-CMA audit showed that 13 ESAF States had achieved an EI score of at least 65 per cent of the CEs in 2020¹⁰⁹. The corresponding result for the WACAF States was documented in 2019, as there was no USAP audit in the WACAF region

¹⁰⁵ AFI SECFAL Plan (1 January 2024 – 31 December 2030), p.7 para. 1.2.1 a)

¹⁰⁶ *ibid*, p.8 para. 2.5

¹⁰⁷ <https://www.icao.int/ESAF/AFISECFAL/Documents/AFI%20SECFAL%20Plan.pdf>

¹⁰⁸ <https://www.icao.int/ESAF/AFISECFAL/Documents/AFI%20SECFAL%20Plan.pdf>

¹⁰⁹ C-WP/15136, 26/1/21

in 2020.¹¹⁰ In 2019, nine WACAF States had achieved an EI score of at least 65 per cent of the CEs.¹¹¹

199. Although the achieved EI scores for the ESAF and WACAF sub-regions were below the regional target (i.e. 50 per cent of all AFI States had not achieved a minimum EI of 65 per cent),¹¹² they reflected a steady improvement in EI at the State level, as contributions towards the GASeP target¹¹³. In 2020, 54.9 per cent of AFI States had achieved the GASeP target¹¹⁴.
200. The improvements in EI also indicated progress by individual AFI States towards improved aviation security oversight systems. In 2015-2020/2021, one AFI State increased its EI score from less than two per cent to above 60 per cent.¹¹⁵ During this timeframe, the average EI score across 34 USAP-CMA audited States was 66.2 per cent.
201. AFI States continued to make progress towards targeted results achievement during the COVID-19 pandemic. The process was supported by the harmonized actions of civil aviation partners within the region, as agreed upon during the Annual Coordination Meeting (ACM)¹¹⁶. The ACM is used to convene key development entities in aviation security and facilitation that are active in the region, including ICAO HQ, ESAF/ WACAF ROs, RASFALG-AFI, the AFI SECFAL SC, donor states, other regional development organizations and representatives of international civil aviation agencies.
202. Results achievement was further supported by the dissemination of resources (information, approaches, best practices, etc.) across AFI States and the establishment of the AFCAC Collaborative Expert Scheme (AFI-CES). AFI-CES is a joint initiative between AFCAC and ICAO that has established a pool of experts to support the activities and projects of the AFI SECFAL Plan¹¹⁷.
203. At medium term, there was evidence of: 1) capacity-building for increased technical expertise across States; 2) the implementation of state-level projects; and 3) support for enhanced state-level compliance with Annex 17 and Annex 9.¹¹⁸ Activity implementation was supported by the restructuring of delivery to accommodate virtual trainings and exchanges and mitigate the restrictions on air travel and in-person gatherings.
204. During January - March 2020, for example, Kenya and Tanzania received virtual support from ESAF RO to assess the implementation of USAP-CAP 2015 and the status of implementation of Annex 17 and Annex 9. As a state-specific project, Angola received assistance in March 2020 to develop a CAP for use in reviewing and amending the National Civil Aviation Security Programme (NCASP) and the National Civil Aviation Security Training Programme (NCSTP)¹¹⁹.
205. Overall, there has been evidence of contributions by the AFI SECFAL Plan towards achieving aviation security EI levels at the regional and state levels. However, given the multiple funding sources for SECFAL activities in the region—including the regular budget, voluntary funds such as the SECFAL Fund, and resources mobilized through the AFI SECFAL Plan—and the absence of

¹¹⁰ As a result of the pandemic, there was no USAP-CMA audit.

¹¹¹ C-WP/15136, 26/1/21

¹¹² <https://www.icao.int/ESAF/AFISECFAL/Documents/AFI%20SECFAL%20Plan.pdf>

¹¹³ By 2020, 80 percent of African States achieve at least 65 percent average EI of the CEs

¹¹⁴ https://www.icao.int/Meetings/a41/Documents/WP/wp_040_en.pdf

¹¹⁵ *ibid*

¹¹⁶ <https://www.icao.int/safety/afiplan/Pages/coord-esaf-wacaf-rsoo-2020.aspx>

¹¹⁷ <https://www.afcac.org/security/>

¹¹⁸ *ibid*

¹¹⁹ Revised ESAF 2020 Work Programme

a clear monitoring mechanism to assess outcomes by source, it is difficult to estimate the extent of the contribution of the AFI SECFAL Plan toward achieving the target.

AFI SECFAL Plan Objectives: Long-term (2021 – 2023)

Finding 19: Technical assistance and related support under the AFI SECFAL Plan have prioritized the need to address low EI scores, SSeCs and risk-based situations at the level of AFI States. At the end of the long-term programme, however, less than 90 per cent of AFI States had achieved the regional target of 65 per cent minimum EI.

206. The long-term objective of the AFI SECFAL Plan focused on improving technological resources and encouraging innovation among AFI States¹²⁰. There was also an emphasis on supporting AFI States to resolve and prevent SSeCs. The main result areas for the long-term phase of the programme involved:

- The achievement of 80 per cent EI of the CEs by 90 per cent of AFI States.
- Better technological solutions and innovative techniques by AFI States for enhanced security effectiveness and the movement of passengers and goods while ensuring operational efficiency.
- The timely resolution of SSeCs by AFI States and the resolution and prevention of SSeCs in the region.
- The implementation of tools by AFI States for the timely transmission of passenger information before take-off (to effectively support screening at the destination airport, preserve passenger rights and develop/ improve compatible systems for the collection and use of API and PNR information).

207. The selection of AFI States for technical assistance and related support under the AFI SECFAL Plan has been based on four priority criteria: 1) low EI scores; 2) existing SSeCs; 3) the prevention of new SSeCs; and 3) the need for risk-based targeted assistance¹²¹. Access by States to trainings and capacity-building opportunities under the AFI SECFAL Plan contributed to an increase in the EI of the CEs, from 59.71 in 2020 to 64.59 in 2023.

208. Although this figure was below the regional target of 65 percent (although slightly), it was an increase over the EI score for 2021 (61.90), the baseline for the long-term phase. As the EI score for 2023 also reflected a significant increase over the baseline score for the AFI SECFAL Plan¹²², it shows that there has been ongoing improvement in aviation security oversight within the region. While this increase has taken the region one step closer to the GAsEP target¹²³, there was a reduction in the EI score between 2023 and 2024, from 64.59 percent to 63.86 percent (see Figure 9).

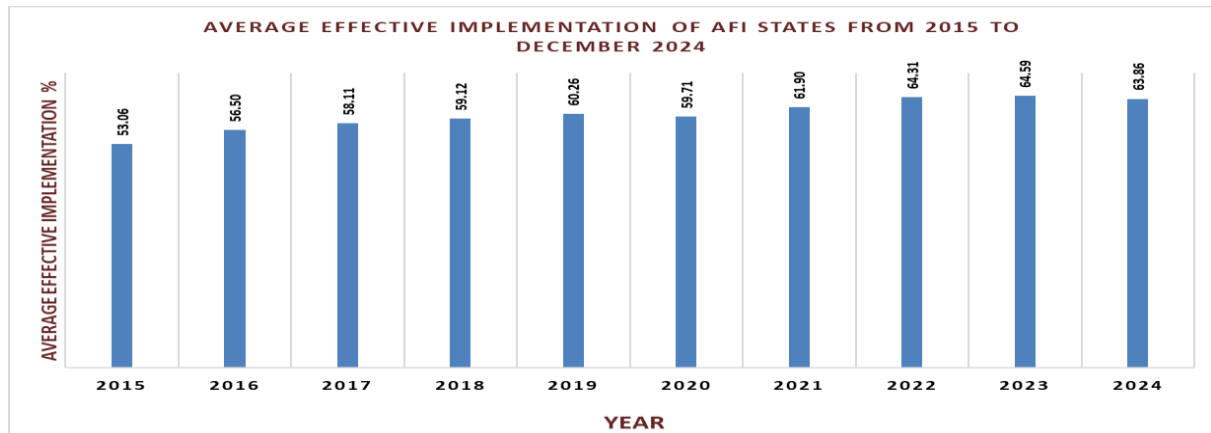
¹²⁰ <https://www.icao.int/ESAF/AFISECFAL/Documents/AFI%20SECFAL%20Plan.pdf>

¹²¹ *ibid*

¹²² The EI score for 2015 was 53.06 percent of CEs (see Figure 9, Finding 19).

¹²³ By 2027, 65 percent of AFI States reach or surpass 75 percent EI (Source: <https://www.icao.int/Security/Documents/GLOBAL%20AVIATION%20SECURITY%20PLAN%202nd%20Ed.EN.pdf>)

Figure 8: Average EI of AFI States, 2015 - 2024



Source: ICAO Internal Database, 2025

209. The long-term phase of the AFI SECFAL Plan facilitated access by AFI States to workshops and trainings to strengthen their capacity for effective aviation security and air transport oversight (see Table 5). The anticipated result was an improvement in technology and innovative practices at the state level, including a contribution towards sustainable post-pandemic recovery.
210. To support this process, four AFI States registered for membership of the ICAO Public Key Directory (PKD)¹²⁴, following their participation in the TRIP Strategy course. By July 2023, the number of AFI States that had registered for PKD membership increased from 14 States (2020) to 18 States¹²⁵ and 40 States began issuing machine-readable passports¹²⁶. Twelve AFI States also received assistance through the AFI SECFAL Plan to implement Advanced Passenger Information/ Passenger Name Record (API/PNR) systems under the United Nations Counter-Terrorism Programme.

Table 5. Examples of Workshops and Trainings in AFI States (AFI SECFAL Plan), 2021-2023

	Activity	Description
1.	Virtual Security Culture Workshop	- Conducted in 10 AFI States: [REDACTED]
2.	ICAO TRIP Strategy Course	- Two courses conducted in [REDACTED] for 75 participants from 11 AFI States: [REDACTED]
3.	Risk Management Workshop	- Conducted in three AFI States: [REDACTED]
4.	Crisis Management Workshop	- Conducted in two AFI States: [REDACTED]
5.	Virtual USAP-CMA Seminar	- Two seminars conducted in French and English
6.	USAP-CMA Regional Seminar	- Conducted in [REDACTED] for 51 participants
7.	Virtual Facilitation Training	- Conducted with 450 participants from 50 States
8.	Onsite Facilitation Training	- Conducted in [REDACTED] for 51 participants

¹²⁴ <https://www.icao.int/Security/FAL/PKD/Pages/default.aspx>

¹²⁵ <https://www.icao.int/ESAF/AFISECFAL/Pages/sc13-secfal-plan.aspx>

¹²⁶ <https://www.icao.int/ESAF/AFISECFAL/Documents/12th%20Steering%20Committee%20Meeting/SC12%20-%20WP03%20-%20Presentation%20of%20the%20AFI%20SECFAL%20Plan%20Activities.pdf>

211. During the COVID-19 pandemic, 425 facilitation experts from AFI States gained access to online training in facilitation under the AFI SECFAL Plan¹²⁸. The repurposing of the Operational Reserve Fund also allowed for a resumption of in-country trainings, post-pandemic, which engaged 175 participants from AFI States:
212. At the individual State level, the repurposing strategy was used to increase the deployment of iPacks from five to seven AFI States. To facilitate this process, 54 per cent of the allotment for e-learning under the AFI SECFAL Plan was transferred to iPack development, along with 98 per cent of the allotment for the Aviation Security database¹²⁹. Facilitation iPacks were also deployed to four States¹³⁰. The rationale for the financial transfers was the possibility for e-learning to be funded through the Voluntary Fund, and the availability of ICAO software and tools that duplicated the work of the database.
213. To support States that were implementing CAPs, eight AFI States received prioritized assistance to commence implementation. These States had met the criteria for priority selection under the AFI SECFAL Plan, as 10 out of 51 USAP-CMA audited States had met the GAsEP target¹³¹.
214. During 2022- 2023 (January to July) five SSeCs were identified. Two of the States received tailored assistance through state-specific projects to support their readiness for the validation and resolution of the SSeCs. Projects to address the SSeCs in the remaining three States were in the conceptual stage as of December 2023¹³².
215. There has been evidence of achieved results during the long-term phase of the Plan. An emergent question, however, is whether the goal of improving EI scores for security requires extensive investment in training and capacity building. Alternatively, there is a question of whether States require technical assistance and follow-up support to inform their preparation for the USAP-CMA audit and the successful implementation of CAPs.

AFI SECFAL Plan: Extended Programme Objectives (2024 – 2030)

Finding 20: ESAF RO has continued its support in the implementation of the AFI SECFAL Plan during its extended timeframe, in coordination with WACAF RO and ICAO Headquarters. There is evidence of progress towards the achievement of expected results.

216. The extension to the AFI SECFAL Plan will be implemented over two phases. Phase 1 covers four years (2024-2027), and Phase 2 will cover the remaining three years (2028-2030). Phase 1 of the extended programme focuses on three issues: 1) the implementation of state-specific projects, with emphasis on prioritised needs and the health-related SARPs of Annex 9; 2) the prevention and resolution of SSeCs; and 3) the timely implementation of USAP-CMA CAPs¹³³.
217. As its main results areas, Phase 1 of the extended programme involves:
- Enhanced risk assessment and awareness

¹²⁸ ESAF RO Internal data, 2025

¹²⁹ *ibid*

¹³⁰ For the evaluation of the AFI SECFAL Plan, the analysis has largely focused on aviation security as Facilitation is not audited by USAP-CMA.

¹³¹ By 2023, 90 percent of States reach above 80 percent effective implementation (<https://www.icao.int/Security/Documents/GLOBAL%20AVIATION%20SECURITY%20PLAN%20EN.pdf>)

¹³² The process was delayed because of financial constraints and competing concerns (emerging security threats). Source: <https://www.icao.int/ESAF/AFISECFAL/Pages/sc13-secfal-plan.aspx>

¹³³ <https://www.icao.int/ESAF/AFISECFAL/Documents/14th%20Steering%20Committee%20Meeting/SC%2001-WP03C%20-%20Attachments%20and%20Appendices.pdf>

- Development of security culture
 - Strengthening of border controls
 - An increase in regional co-operation
 - An improvement in oversight and quality
218. The main objective of the extended programme is to increase the level of aviation security in Africa so that at least 90 per cent of AFI States achieve an EI score of 80 per cent of the CEs¹³⁴. As the programme has only completed its first year of implementation, it is too early to conclude on its results. There has been evidence, however, of the initial contribution of the extended AFI SECFAL programme towards expected results¹³⁵.
219. In 2024, 10 State-specific projects were approved for implementation under the extended programme. As of 2024, two of the projects were being implemented (in Comoros and Equatorial Guinea).
220. Technical assistance missions were also conducted in four countries during 2023-2024: Botswana, Burundi, Namibia and Rwanda. The aim of each mission was to support the implementation of USAP-CMA CAPs.
221. Further to the increase in PKD members in 2023 (see Finding 19), an additional AFI State registered for membership in 2024. This development increased the membership of the PKD to 19 States following its establishment in 2015 with three AFI States.
222. On-site trainings on Annex 9: Facilitation were hosted in four countries: Côte d'Ivoire, Ethiopia, Nigeria and South Africa. The trainings engaged 90 participants from 27 AFI States. Additional trainings are being arranged based on close coordination between ICAO Headquarters, ESAF and WACAF ROs, regional organizations, AFI States and development partners. The Annual Coordination Meetings have been used to support this process, to allow civil aviation stakeholder entities to build on the activities that are being facilitated by partner organization and avoid duplication.
223. Although there has been an increase in the average EI score for the AFI region (based on improvements at the level of individual States), the EI score is below the GASeP target¹³⁶. Between 2023 and 2024, there was also a reduction in the average EI score for the AFI region from 64.59 per cent to 63.86 per cent of CEs. At 16.9 per cent, however, the rate of increase in the EI score over the entire timeframe of the AFI SECFAL Plan was a significant demonstration of regional progress. The average EI score increased from the baseline score of 53.06 per cent in 2015 to 63.86 per cent in 2024.

Efficiency

224. Efficiency was measured as the extent to which there was an efficient use of resources for results achievement under the AFI SECFAL Plan, avoiding the duplication of effort and facilitating partnerships with regional actors (e.g. AFCAC, CASSOA, AFRAA, etc.).

¹³⁴ <https://www.icao.int/ESAF/AFISECFAL/Documents/14th%20Steering%20Committee%20Meeting/SC%2001-WP03C%20-%20Attachments%20and%20Appendices.pdf>

¹³⁵ <https://www.icao.int/ESAF/AFISECFAL/Documents/13th%20Steering%20Committee%20Meeting/SC%2013%20-WP02%20-%20Report%20on%20the%20status%20of%20implementation%20of%20the%20DecRec%20of%20the%2012th%20SC%20Meeting%20Repo.pdf>

¹³⁶ See Finding 18

Finding 21: By repurposing activities under the AFI SECFAL Plan Operational Reserve Fund, ESAF RO created more opportunities for Security and Facilitation-related activities and trainings across AFI States, but resource mobilization for the AFI SECFAL Plan was very low.

225. As the Secretariat of the AFI SECFAL Plan, the ESAF RO Regional Director has been responsible for managing the implementation of the Plan in close coordination with the ICAO Secretariat and is accountable to the AFI SECFAL Steering Committee¹³⁷. The AFI SECFAL Plan has been designed to enhance the sustainability of the results and continuous progress in aviation security and facilitation and requires strong technical and political commitment from AFI States¹³⁸.
226. During 2021-2022, the activities of the AFI SECFAL Plan were implemented with four sources of funding: the Regular Fund (1101); the Efficiency Fund (1106); the Operational Reserve Fund (1104); and the Voluntary Contributions Fund (1313). As the conditions of use of the Efficiency Fund did not allow an unspent balance to be transferred to the next financial year, Fund 1106 was exhausted (i.e. fully spent) by 31 December 2022.
227. To address the resulting funding gap in 2023, ESAF RO collaborated with the key facilitators of activity implementation under the AFI SECFAL Plan (ATB, GAT and ISD-SEC)¹³⁹ to repurpose the Operational Reserve Fund and revise planned projects. There was a focus on continued assistance and support to AFI States to provide facilitation-related training and assistance. All trainings were to be coordinated by CDI in collaboration with the AFI SECFAL Plan Secretariat and ATB. The repurposed funds allowed for an expenditure rate of 74.33 (as of August 2023).
228. The Voluntary Contributions Fund contains a specific line item for the AFI SECFAL Plan (the SECFAL Fund). Two issues should be noted: 1) all voluntary funds are located at and managed by ICAO Headquarters; and 2) as the timeframe for receiving the funds cannot be predetermined, there is usually a need for resource mobilization to cover gaps in funding to facilitate the AFI SECFAL Plan.
229. Between 2020 and 2024, the total balance of the SECFAL Fund amounted to CAD 1,189,661 based on indeterminate funding that was available on an annual basis (see Table 6). Based on the retroactive analysis of expenditure under the AFI SECFAL Plan, 94.4 per cent of the available funds were spent as of December 2024.
230. To further support the implementation of AFI SECFAL programming, the available balance of the AFI SECFAL Fund has been supplemented by resource mobilization and cost recovery¹⁴⁰. While the Cost Recovery Fund primarily accommodates regular RO portfolio activities, the Resource Mobilization Fund is used to support projects/ activities that are implemented under the AFI SECFAL Plan. ESAF and WACAF Regional Offices also used their regular budget funded personnel to implement AFI SECFAL Plan activities.
231. During 2020-2024, CAD 194,842 was mobilized and accounted for 8.3 percent of the total amount of voluntary funding for this period. The context by which funding is made available for the AFI SECFAL Plan, combined with the quantum of mobilized resources over the four-year timeframe focus, has highlighted the volatility of the process and the insufficiency of required financial resources. As a result, there are emergent questions about the adequacy of the resource

¹³⁷ See para. 11-18

¹³⁸ <https://www.icao.int/ESAF/AFISECFAL/Documents/AFI%20SECFAL%20Plan.pdf>

¹³⁹ Implementation Support and Development Section

¹⁴⁰ SAFE Funds have been incorporated into Table 4 because are classifiable as voluntary funding, but they are used for the implementation of activities under the Safety strategic objective.

mobilization strategy, including the availability of detailed clarified guidelines to inform an effective process.

Table 6. Resource Utilization, AFI SECFAL Fund (2020-2024), (CAD)

Fund	2020		2021		2022		2023		2024		Total	
	Budget	Expenditure	Budget	Expenditure	Budget	Expenditure	Budget	Expenditure	Budget	Expenditure	Budget	Expenditure
AVSECFAL Fund (ESAF)	900,432	592,786	..	12,211	95,775	192,885	92,279	295,657	101,175	29,556	1,189,661	1,123,095
Resource Mobilization Funds (ESAF)	194,842	..	..	..	..	..	..	..	..	..	194,842	..
SAFE - ESAF							12,583	12,643	60	12,643	12,643	12,643
RO Cost-recovery Fund	-905,916	814,538		-6,499	33,855	15,278	-3,514	-13,545	-2,218	18,568	934,039	828,340
TOTAL	1,095,274	2,001,190	1,407,324	5,712	129,630	208,162	101,348	294,755	99,017	48,124	2,331,185	1,964,078

Source: Agresso reports from FIN

Finding 22: The implementation of the AFI SECFAL Plan has been guided by close coordination between ESAF RO, WACAF RO and ICAO Headquarters, but process efficiency has been challenged by a lack of clarity in the governance function.

232. The ESAF Regional Director, as the Secretariat of the AFI SECFAL Plan, has facilitated close coordination between ESAF RO, WACAF RO and ICAO Headquarters to support the implementation of projects and activities. Project/activity implementation has been guided by the AFI SECFAL Work Programme, which outlines scheduled projects/ activities for the achievement of expected results, as well as anticipated milestones and measures of performance. There has also been mandatory annual reporting on implementation progress and results achievement to the AFI SECFAL Plan Steering Committee, the Secretary General and the ICAO Council. It is significant, therefore, that the facilitation of the Plan has been challenged by a lack of clarity in its governance function.
233. The 2015 programme document for the AFI SECFAL Plan outlined the requirements for Plan management and programme implementation, including the roles and responsibilities of key stakeholders. These specifications were also included in the 2020 revision of the programme document.
234. There has been less clarity on whether programme management was the responsibility of the ESAF Regional Director or the Chair of the AFI SECFAL Plan Steering Committee. Several roles that are significant for the management and facilitation of the AFI SECFAL Work Programme were not delegated to identified position-holders within the programme document and were not addressed within the terms of reference for the AFI SECFAL Plan SC. These roles include:
- Leading the mobilization of financial and in-kind resources.
 - Responsibility for strategic guidance.
 - Leading stakeholder collaboration with regional organizations, States, development partners, and other relevant civil aviation stakeholder entities within the region.
 - overseeing results reports.
235. The lack of clarity has been particularly identifiable at the level of results monitoring and reporting, as the process has not been systematic. There have been regular reports to the AFI SECFAL SC on the status of programme implementation. At the level of project/ activity implementation, however, monitoring and reporting activities by individual regional officers at ESAF RO have been unharmonized and lack sufficient detail on achieved milestones for further examination, follow-up support and second-tier reporting (e.g. for auditing purposes, technical assistance to States, reports to OSG, etc.).

236. As of March 2025, a new governance framework¹⁴¹ has been developed for the enhanced and joint execution of three programmes: the AFI SECFAL Plan, the AFI Plan and the HRDF¹⁴². The specific objective of the framework is to ensure process efficiency¹⁴³ for the management and implementation of the three programmes, with emphasis on consolidated oversight and optimization of resources. From a conceptual perspective, the new framework supports the clear articulation and designation of responsibilities under the AFI SECFAL Plan, as a contribution towards targeted Plan management and project/ activity implementation.

Sustainability

237. As a measure of sustainability for results, the evaluation assessed whether there has been evidence of the continuation of benefits to AFI States further to the support they received under the AFI SECFAL Plan and its contribution towards individual, national, and institutional capacities.

Finding 23: The AFI SECFAL Plan factored in results' sustainability through capacity building, technical assistance, and training as well as collaboration with regional partners such as AFCAC, but lacks a clear phase-out strategy. Ensuring long-term impact requires Member State ownership, integrated support, and sustained financial and technical resources.

238. The extended AFI SECFAL Plan supports the continuation of regional and state-level interventions to enhance aviation security and facilitation oversight systems across the AFI States. As the Secretariat for the Plan, the ESAF Regional Director has continued to support this process by facilitating close collaboration between States and civil aviation entities that function within the region.

239. RASFALG-AFI has collaborated closely with ESAF RO during the Annual Coordination Meeting to ensure that activity implementation under the AFI SECFAL Plan builds on the work of other development actors in the region. As a regional civil aviation entity that was established under the regional commission for civil aviation, RASFALG-AFI also works in coordination with the AFI SECFAL Steering Committee, to ensure that key issues in aviation security and air transport facilitation at the regional and state-levels are adequately addressed by the Plan.

240. AFI States have been challenged by slow recovery across all sectors, as a result of a loss of revenue during COVID-19. The impact of the pandemic on the civil aviation sector has also included limited funding to facilitate the AFI SECFAL Plan.

241. The identification of a sustainable source of funding for the AFI SECFAL Plan would allow for the continuous replenishment of its financial resources to fund its projects/ activities and support the effective resolution of challenges to aviation security and facilitation across AFI States. It would also contribute towards the development of a feasible sustainability plan for project/ activity continuation under the Plan. The need for a sustainable source of funding was identified in the revised version of the AFI SECFAL Plan in 2020, as 'ICAO resources [were] not adequate to effectively support the Plan and its successful implementation'¹⁴⁴.

242. To support the evolution of the AFI SECFAL Plan during its extended phase, a new governance framework was developed to fast-track the implementation of the Plan, including the

¹⁴¹ <https://www.icao.int/safety/afiplan/Documents/28th%20Steering%20Committee%20Meeting/WP%2001A%20Att.%20-%20Governance%20framework%20of%20the%20Plans%20and%20HRDF.pdf>

¹⁴² See Finding 22

¹⁴³ https://www.oecd.org/content/dam/oecd/en/publications/reports/2019/12/better-criteria-for-better-evaluation_f7a307eb/15a9c26b-en.pdf

¹⁴⁴ AFI SECFAL Plan, Revision 2 (June 2020), p.9

achievement of expected results¹⁴⁵. The new governance framework was developed in response to a decision by the Steering Committees of the AFI and AFI SECFAL Plans during the 9th session of AFI Aviation Week in Libreville, Gabon.

243. This process resulted in a draft framework for the enhanced execution (and management) of the AFI Plan, the AFI SECFAL Plan and the HRDF. The framework was developed by an ad hoc committee comprising DGCAAs of six AFI States (Cameroon, Côte d'Ivoire, Eswatini, Namibia, Togo and South Africa), the AFCAC Secretary General, AFI Group members at ICAO Headquarters and the two former Chairs of the AFI SECFAL Plan and the AFI Plan¹⁴⁶, and was supported by ICAO Secretariat. The framework was presented and approved at the Joint Extra-ordinary Steering Committee Meeting of the AFI and AFI SECFAL Plans and HRDF management. Following the meeting, the AFI Plan, AFI SECFAL Plan, and HRDF management were collapsed into one AFI Plans under one Steering Committee. The first session of the combined Steering Committee was held during the 10th session of AFI Aviation Week in Victoria, Zimbabwe (26 - 30 May 2025). New officials of the combined Steering Committee were also elected.
244. The new framework is expected to provide a comprehensive structure for the joint coordination and management of the AFI Plan and the AFI SECFAL Plan. There will be designated responsibilities for: 1) overall oversight, 2) strategic direction, 3) project/ activity implementation, 4) results monitoring and reporting, and 5) the administration of programme funds.
245. There is scope for the activities of the AFI SECFAL Plan to benefit from resource mobilization and the facilitation of its core objective (under the new AFI Plans governance structure), involving effective and inclusive management for enhanced impact based on the NCLB principle¹⁴⁷.
246. Capacity building, technical assistances, and trainings are the main pillars of sustainability factored into the AFI SECFAL Plan Programme Document. However, the Plan lacks an overall phase-out strategy. Buy-in of Member States, and the availability of financial and technical resources would be key to ensuring the sustainability of the AFI SECFAL Plan among Member States.

Cross-cutting themes: Gender and Passenger rights

247. The cross-cutting themes were assessed as the extent to which there has been evidence of the incorporation of gender equality and passenger rights considerations into activities and projects that were implemented under the AFI SECFAL Plan.

Finding 24: There is no evidence of the intended contribution of the AFI-SECFAL Plan to gender and passenger rights at the regional or Member State level.

248. The commitment of ICAO to SDG5: Gender Equality is reflected in ICAO [Resolution A39-30](#) and [Resolution A41-26](#). By promoting the participation of women in the global aviation sector, ESAF and WACAF ROs have contributed towards initiatives in the AFI region that align with the ICAO commitment to gender equality¹⁴⁸.
249. ICAO has also developed and disseminated guidance documents to Member States, including AFI Member States, to enhance their capacity to facilitate passenger rights at all stages of travel.

¹⁴⁵ Summary Report on the Activities of the Ad Hoc Committee, August 2024 – March 2025 (Internal document)

¹⁴⁶ Summary Report on the Activities of the Ad Hoc Committee, August 2024 – March 2025 (Internal document)

¹⁴⁷ <https://www.icao.int/ESAF/Documents/meetings/2025/Extraordinary%20AFI%20PLAN%20AFI%20SECFAL%20PLAN%20SC%20AND%20HRDF%20COMMITTEE%20-%20Virtual%206th%20May%202025/WP03%20-%20Governance%20framework%20of%20the%20Plans%20and%20HRDF%20Revised%20version%20.pdf>

¹⁴⁸ See Finding 15

The approach is an example of the contribution of ICAO to SDG17: Partnerships for the Goals and a demonstration of its commitment to passenger rights.

250. Evidence of the institutional commitment to gender equality and passenger rights has not been reflected in the AFI SECFAL Plan. There is also no indication of this commitment in the terms of reference for the AFI SECFAL SC or the work programme for the AFI SECFAL Plan.
251. Although the AFI SECFAL Plan refers to the need for 'coordinated initiatives aimed at rectifying SEC and FAL deficiencies in a sustainable manner,' the link to gender equality and passenger rights is implied as opposed to being clearly indicated.

CONCLUSIONS AND LESSONS LEARNED

Conclusions

The ESAF Regional Portfolio

252. The evaluation conclusions have emerged from the main findings of the assessment. The main challenge to the evaluation has been the lack of systematic results monitoring and reporting for both the ESAF Regional Operating Plans and AFI SECFAL Plan. To address this limitation progress report prepared by the ESAF Office and summary reports within the AFI SECFAL Plan document were used, along with the meeting minutes of the AFI SECFAL Plan Steering Committee.
253. Conclusion 1: The ESAF Regional Operating Plan and technical assistance are aligned with ICAO's strategic objectives and regional and national priorities, informed by collaborative processes such as the Annual Coordination Meeting and Member State consultations. This alignment has helped to ensure the relevance of the Regional Operating Plan and its technical assistance in addressing Member States' needs and expectations and facilitating their contributions to global civil aviation goals. However, the usefulness of the planning process and its relevance have been challenged by gaps in USOAP Audit data for ESAF States. Linked to Findings 1 and 2.
254. Conclusion 2: Despite resource limitations and capacity challenges in many ESAF States, the Regional Office has made tangible contributions to aviation safety, capacity, and efficiency through hands-on technical support and workshops in key areas, including accident investigation, LOC-I, aerodrome certification, NASP development, and runway safety. The region has also shown improvement in Member States safety oversight capacity, with the regional average EI score rising from 55.6% to 59.5%. However, only 27% of ESAF States met the GASP target of 75%, and most still scored below the global average of 69.5%, indicating progress but highlighting the need for continued efforts. Linked to 3 and 4.
255. Conclusion 3: The ESAF Regional Office has provided technical assistance to support Member States in implementing Corrective Action Plans (CAPs) from USOAP-CMA audits; however, overall implementation remains low. A significant number of pending CAPs originate from audits conducted prior to 2020, and stakeholder consultations have highlighted limited ICAO follow-up on submitted CAPs. While ESAF offers targeted support, progress is often hindered by limited State responsiveness, budget constraints and other national priorities. Linked to Finding 5.
256. Conclusion 4: The rapid advancement of Air Navigation Services (ANS) demands continuous capacity-building and system upgrades across ESAF States. The ESAF Regional Office has supported these efforts by enhancing oversight, functionality, and technology. However, some States have been challenged by systems inoperability, given their purchase of equipment that is incompatible with existing air navigation system, and follow-up difficulties for equipment replacement or repair. These issues underscore the importance of coordinated regional strategies and sustained, robust technical guidance to ensure system interoperability and sustainable development of ANS capabilities. Linked to Finding 6.
257. Conclusion 5: While ESAF RO in collaboration with ATB has supported efforts to leverage air transport for economic development through inter-agency collaboration, greater awareness and political commitment by States are needed to fully realize its economic benefit through effective strategies and action plans. Linked to Finding 8.
258. Conclusion 6: ESAF RO in collaboration with ATB/ENV and other partners, has effectively supported States in implementing CORSIA and Annex 16, progressing toward State Action Plan targets. However,

environmental protection remains a low priority for most States due to, among other reasons, its exclusion from ICAO's audit processes. Linked to Finding 9.

259. Conclusion 7: ESAF RO has provided timely support to strengthen civil aviation oversight in ESAF States, including resolving and preventing SSCs and SSeCs. However, the Regional Operating Plan's responsiveness to State-specific needs has been limited due to budget constraints and unclear project-level budget and expenditure. The RO relies on voluntary and cost-recovery funding, but the ad hoc nature and delayed access to these funds hinder long-term planning and resource optimization. Linked to Findings 10, 11 and 13.
260. Conclusion 8: Given its focus on increased transparency and accountability and based on an alignment with the ICAO Business Plan, the CPMR tool has supported results planning, monitoring, and reporting for the Regional Operating Plan; however, its limited functionality—particularly in adjusting activities and providing detailed reporting—restricts its effectiveness in tracking and communicating results achievement. Linked to Finding 12.
261. Conclusion 9: In line with the ICAO high-level commitment to Agenda 2030, ESAF RO has taken steps to mainstream gender equality and passenger rights into the regional portfolio. There has also been evidence of similar actions at the level of individual States. The integration processes at the level of both entities are work in progress, as women continue to be underrepresented in civil aviation, and there has been limited evidence of disability inclusiveness. Linked to Finding 15.

The AFI SECFAL Plan

262. Conclusion 10: There is a strong justification for the AFI SECFAL Plan, as it has been designed and extended to address persistent and significant deficiencies in aviation security and facilitation within Africa. Technical assistance and related support under the Plan have prioritized addressing low EI scores, SSeCs and risk-based situations at the state level. However, its success and sustainability depend on sustained support, adequate funding, strong partnerships, and increased political commitment from AFI States. Linked to Finding 7, 16, 17 and 19.
263. Conclusion 11: There has been evidence of contributions by the AFI SECFAL Plan at the regional and state levels towards achieving the global aviation security targets. There was also steady progress of EI from the baseline of 2015. However, given the multiple funding sources for SECFAL activities in the region—including the regular budget, voluntary funds such as the SECFAL Fund, and resources mobilized through the AFI SECFAL Plan—and the absence of a clear monitoring mechanism to assess outcomes by source, it is difficult to estimate the extend of the contribution of the AFI SECFAL Plan toward achieving the target. Linked to Finding 7, 18, 19 and 20.
264. Conclusion 12: The primary source of funding for the AFI SECFAL Plan is voluntary contributions. As the budget allocations cannot be predetermined, in terms of the amount of available funding and the timeframe of funding availability, project/ activity implementation under the AFI SECFAL Plan requires resource mobilization. Given the limited resources that were mobilized during 2020-2024, the AFI SECFAL Plan Fund is a volatile source of funding that does not provide the level of funding that is required for effective programme implementation. Linked to Finding 21.
265. Conclusion 13: Although the original and revised versions of the AFI SECFAL Plan included specifications for programme management and implementation, there was a lack of clarity in relation to delegated responsibilities. The development of the new governance framework for the extended programme would be useful for addressing the need for process efficiency and the clear articulation of responsibilities for programme management oversight and resource optimization. Linked to Finding 21 and 22.

266. Conclusion 14: While the AFI SECFAL Plan incorporates results sustainability through capacity-building and partnerships, its long-term impact is threatened by the lack of a sustainable funding source and a clear phase-out and sustainability strategy. Continued implementation depends on Member State ownership, integrated support, and reliable financial and technical resources. Linked to Finding 23.
267. Conclusion 15: Despite ICAO's institutional commitment to gender equality and disability rights, these priorities are not reflected in the AFI SECFAL Plan. The Steering Committee's terms of reference and the revised work programme lack explicit indication of commitment to promote inclusivity, which should be addressed in alignment with ICAO's broader policy decisions. Linked to Finding 24.

Lessons learned

- Sufficient clarity in the governance function of the AFI SECFAL Plan is required for efficient programme oversight and effective coordination for activity implementation and results sustainability.
- Inadequate access to required resources (financial, technical, systems-related, time, etc.) and unclear resource mobilization guidelines for generating a sustainable source of funding significantly limit the capacity of the ESAF RO to address the contextual civil aviation needs of Member States.
- Although tailored technical assistance can be used to address state-specific challenges to civil aviation oversight, there is still a need for state ownership of the process, including the results that are expected, to support steady progress towards a successful outcome.
- Advocacy by the ESAF RO is critical to raise state-level awareness of the need for the prioritization of civil aviation, to inform visible improvements in aviation system oversight, including the achievement of the global targets in safety, aviation security and facilitation.

RECOMMENDATIONS

The following recommendations are presented to improve the performance of the ESAF Regional Portfolio and the implementation of the AFI SECFAL Plan:

Recommendation 1: In accordance with Doc 9735 (Annex E), the Regional Office, in coordination with the Safety and Air Navigation Oversight Audit Section (OAS), should establish a structured mechanism to monitor and support the implementation of Corrective Action Plans (CAPs) in the region. This mechanism should clearly define the roles of relevant Regional Officers and include regular, data-driven updates on overdue CAPs to Directors General of Civil Aviation Authorities (DG CAAs). It should also incorporate CAP progress reviews during RASG meetings to strengthen accountability and enable targeted follow-up.

Priority	Time implication	Resource implication
High	December 2026	Low
Closing criteria: Mechanism is in place to monitor and support the implementation of CAPs in the region.		

Recommendation 2: The Secretariat should revisit the CPMR tool to facilitate detailed and accurate results monitoring and reporting by Regional Offices and preclude the need for regional officers to develop individual results monitoring/reporting templates.

Priority	Time implication	Resource implication
Medium	December 2026	Medium
Closing criteria: Improved CPMR system to facilitate clear, accurate and precise results planning, monitoring and reporting at the RO level.		

Recommendation 3: The Secretariat should develop a mechanism to ensure that Regional Offices receive accurate and timely budget and expenditure data from all funding sources.

Priority	Time implication	Resource implication
Medium	June 2026	Low
Closing criteria: Mechanism in place for sharing budget and expenditure data from all sources with the Regional Offices.		

Recommendation 4: The Regional Office, in collaboration with ICAO Headquarters, should support the AFI Plans Steering Committee in developing a strategy and corresponding action plan to secure sustainable financing for the implementation of the AFI SECFAL Plan beyond its extended phase. It should also prepare and implement a phase-out and sustainability strategy.

Priority	Time implication	Resource implication
High	December 2026	Medium
Closing criteria: - Development of a sustainable financing strategy and a supporting action plan to address the financing constraints of the AFI SECFAL Plan for implementing projects/ activities - Phase out and sustainability strategy for the AFI SECFAL Plan.		

Recommendation 5: The Regional Office should develop and implement an action plan to systematically support and follow up ESAF Member States in the development and implementation of their NASPs and NANPs.

Priority	Time implication	Resource implication
Medium	June 2026	Low
Closing criteria: Action plan to systematically support and follow up ESAF Member States in the development and implementation of their NASPs and NANPs.		

Recommendation 6: ESAF RO, in collaboration with WACAF and AFCAC, should revisit the AFI-CES pool of experts to ensure that there is a balance between Experts in Aviation Security and Experts in Air Transport Facilitation.

Priority	Time implication	Resource implication
Medium	December 2026	Low
Closing criteria: Revised pool of SECFAL experts with a visible balance in Aviation Security Experts and Facilitation Experts.		

Recommendation 7: The Regional Office, in collaboration with the OSG, should address the language barrier faced by Portuguese-speaking AFI Member States to enable them to access tailored technical assistance and support in the Portuguese language.

Priority	Time implication	Resource implication
Low	June 2026	Medium
Closing criteria: Mechanism in place to improve the technical assistance support to Portuguese-speaking States.		

ANNEX 1: MANAGEMENT ACTION PLAN

Ref	Recommendation	Priority Rating	Accepted (Y/N)	Management Comments	Agreed Actions	Office/ Section Responsible	Target Date
1.	In accordance with Doc 9735 (Annex E), the Regional Office, in coordination with the Safety and Air Navigation Oversight Audit Section (OAS), should establish a structured mechanism to monitor and support the implementation of Corrective Action Plans (CAPs) in the region. This mechanism should clearly define the roles of relevant Regional Officers and include regular, data-driven updates on overdue CAPs to Directors General of Civil Aviation Authorities (DG CAAs). It should also incorporate CAP progress reviews during RASG meetings to strengthen accountability and enable targeted follow-up.	High	Y	Given that ICAO does not conduct a validation mission after 5 years, priority should be given to PQ Self-Assessment beyond 5 years from a USOP CMA activity.	Establish and operationalize a mechanism to define the roles of regional offices and regularly monitor and support the implementation of Corrective Action Plans (CAPs) across state in the region.	ESAF/OAS	Dec 2026
2.	The Secretariat should revisit the CPMR tool to facilitate detailed and accurate results monitoring and reporting by Regional Offices.	Medium	Y	Agreed.	The Management Information System (e.g. CPMR) to be established for the Strategic Portfolio Management Office will include results monitoring and reporting by all ICAO bureaus and offices, including the Regional Offices.	OSG	Jan 2027
3.	The Secretariat should develop a mechanism to ensure that Regional Offices receive accurate and timely budget and expenditure data from all funding sources.	Medium	Y	With Quantum introduction, RO staff with view budgetary control access can already view budget and expenditure data for their respective cost centers. To streamline access further, FIN in collaboration with ICT and CDI will develop report/dashboard.	FIN in collaboration with ICT and CDI will develop report/dashboard	FIN/ICT	June 2026

Ref	Recommendation	Priority Rating	Accepted (Y/N)	Management Comments	Agreed Actions	Office/ Section Responsible	Target Date
4.	The Regional Office, in collaboration with ICAO Headquarters, should support the AFI Plans Steering Committee in developing a strategy and corresponding action plan to secure sustainable financing for the implementation of the AFI SECFAL Plan beyond its extended phase. It should also prepare and implement a phase-out and sustainability strategy.	Medium	Y	In the new governing framework of the AFI plans and HRDF, the responsibility of funds mobilization lies under the Steering Committee.	Support the SC in developing a strategy and corresponding action plan to secure sustainable financing including a programme phase out and sustainability strategy.	AFI Plans and HRDF SC / CDI/ESAF RO	Dec 2026
5.	The Regional Office should develop and implement an action plan to systematically support and follow up ESAF Member States in the development and implementation of their NASPs and NANPs.	High	Y	The ESAF RO agrees with the evaluation findings and recommendations.	Develop and implement an action plan/mechanism to support ESAF member States in the development and implementation of their NASPs and NANPs.	ESAF RO	June 2026
6.	ESAF RO, in collaboration with WACAF and AFCAC, should revisit the AFI-CES pool of experts to ensure that there is a balance between Experts in Aviation Security and Experts in Air Transport Facilitation.	Medium	Y	The ESAF RO agrees with the evaluation findings and recommendations.	In collaboration with WACAF and AFCAC, the AFI-CES pool of experts will be revised to create a balance between Experts in Aviation Security and Air Transport Facilitation.	ESAF and WACAF Ros /AFCAC	Dec 2026
7.	The Regional Office in collaboration with the OSG should address the language barrier faced by Portuguese-speaking AFI Member States to enable them to access tailored technical assistance and support in Portuguese language.	Low	Y	The language barrier poses some challenge during the technical assistance missions conducted to support Portuguese-speaking States.	Interpretation services will be provided for key activities in Portuguese-speaking States, subject to fund availability. Without compromising quality, Portuguese speaking experts will be engaged to support projects and key activities in these states.	ESAF and WACAF ROs	June 2026

— END —