



**WORKING PAPER**

**ASSEMBLY — 39TH SESSION**

**EXECUTIVE COMMITTEE**

**Agenda Item 14: Technical Assistance Programme**

**PROGRESS IN AFRICA  
REPORT ON THE COMPREHENSIVE REGIONAL IMPLEMENTATION PLAN  
FOR AVIATION SAFETY IN AFRICA (AFI PLAN)**

(Presented by the Council of ICAO)

**EXECUTIVE SUMMARY**

This paper presents the progress made in the implementation of the Comprehensive Regional Implementation Plan for Aviation Safety in Africa (AFI Plan) and its associated work programme.

The paper also recommends that the AFI Plan, with its expansion to cover all safety-related areas including aircraft accident and incident investigation (AIG), aerodromes (AGA) and air navigation services (ANS), be continued beyond the current triennium. The expansion of the programme and related activities will help contribute to the further enhancement of safety in the AFI Region as has been witnessed in the conventional safety areas of personnel licensing (PEL), operation of aircraft (OPS) and airworthiness of aircraft (AIR) since the inception of the programme.

The continued implementation of the AFI Plan in an effective and systematic manner in all safety-related areas, and in full alignment with the Global Aviation Safety Plan (GASP), will contribute to accelerated efforts being made by African States to achieve the GASP objectives and the High-level Safety Targets adopted during the Abuja Ministerial Conference on Aviation Safety held in Abuja in July 2012 (i.e. the Abuja Safety Targets).

**Action:** The Assembly is invited to:

- a) note the continuation of AFI Plan activities beyond 2016 and within the work programmes of the regional offices, and its expansion to cover all safety areas;
- b) call on States, international and regional organizations, financing institutions, and industry to support the programme; and
- c) direct the Secretary General to promote the best practices of the AFI Plan model for other regional technical assistance programmes to consider and benefit from.

<i>Strategic Objectives:</i>	This working paper relates to the Safety and Air Navigation Capacity and Efficiency Strategic Objectives.
<i>Financial implications:</i>	The activities referred to in this paper will be undertaken subject to the resources available in the 2017-2019 Regular Programme Budget and/or from extra budgetary contributions.

<i>References:</i>	A39-WP/23 A39-WP/26 A39-WP/28 A39-WP/38 A39-WP/46 Doc 10004, <i>Global Aviation Safety Plan</i> Doc 10022, <i>Assembly Resolutions in Force (as of 4 October 2013)</i> Abuja Declaration on Aviation Safety in Africa
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## 1. BACKGROUND

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

1.2 Over the years, significant progress has been achieved in enhancing aviation safety in Africa as a result of considerable work and activities undertaken by ICAO through the AFI Plan. Nonetheless, many States continue to face challenges in the implementation of ICAO Standards and Recommended Practices (SARPs).

1.3 Activities of the programme have largely centred around the development and implementation of State-specific ICAO Plans of Action aimed at addressing safety oversight deficiencies with emphasis on the timely resolution of significant safety concerns (SSCs). The programme continues to register significant success in the provision of support to States towards the attainment of regional safety targets (Abuja Safety Targets); establishment and strengthening of regional safety oversight organizations (RSOOs); and building of safety oversight capacity at both State and regional levels.

1.4 In March 2013, the AFI Plan was expanded to include the additional areas of air navigation services (ANS), aerodromes (AGA) and aircraft accident and incident investigation (AIG), while maintaining primary focus on the areas of personnel licensing (PEL), operation of aircraft (OPS) and airworthiness of aircraft (AIR), with an effort to ensure the alignment of the Plan with the Abuja Declaration and Safety Targets established in July 2012. Assembly Resolution A38-7 supported the continuation and expansion of the AFI Plan.

1.5 An evaluation of the AFI Plan conducted in 2015 concluded that the programme is a relevant mechanism for the improvement of aviation safety capability in the region and recommended that the programme be continued beyond 2016 at least for the next triennium in order to build on the results achieved so far and to ensure its sustainability. This evaluation and the AFI Plan extension for the next triennium was approved by the ICAO Council.

## 2. DISCUSSION

2.1 On the basis of the focus areas of the AFI Plan and in accordance with its annual work programme, many assistance activities were conducted by the regional office safety teams (ROSTs), laying the groundwork for the development of ICAO Plans of Action for priority States identified with

significant safety concerns (SSCs), low levels of effective implementation (EIs) and/or that are on the ICAO Monitoring and Assistance Review Board (MARB) list.

2.2 Specific assistance activities envisaged under the ICAO Plans of Action have been carried out jointly by the ROSTs, the Africa and Indian-Ocean Cooperative Inspectorate Scheme (AFI-CIS) of the African Civil Aviation Commission (AFCAC), Cooperative development of Operational Safety and Continuing Airworthiness Programmes (COSCAPs), and RSOOs and similar entities. ICAO has played a lead role in coordinating these activities in order to avoid duplication of efforts and waste of resources, including the regional prioritization and coordination of all regional safety-related initiatives by the Regional Aviation Safety Group of the AFI region (RASG-AFI).

2.3 To date, thirty-two AFI States have accepted the ICAO Plans of Action and the implementation of these Plans has contributed to significant improvements in aviation safety in the region. ICAO has also developed specific technical assistance projects implemented and/or to be implemented in relevant States, which were funded by ICAO Safety Fund (SAFE).

2.4 The AFI Plan continues to provide necessary support to some States through RSOOs (namely Banjul Accord Group Aviation Safety Oversight Organization (BAGASOO) and East African Community Civil Aviation Safety and Security Oversight Agency (CASSOA)). Support is also being provided to those States in the process of establishing RSOOs. Some of the Seven Partner States (Egypt, Libya and Sudan) have joined the initiative of establishing an RSOO for the Middle East and North African States which was jointly initiated by the Arab Civil Aviation Commission (ACAC) and ICAO. The AFI Plan is currently working out a viable solution for the remaining States: Ethiopia, Somalia, Djibouti, Eritrea and South Sudan. It is also worth mentioning that the operationalization of the Southern Africa Development Community (SADC) Safety Oversight Organization (SASO) was approved by its member States and the SADC Secretariat is currently working to facilitate the administrative and logistical set-up of the SASO Secretariat. Accordingly, it is expected that SASO will be fully operational in 2016.

2.5 In order to maximize scarce resources and increase the effectiveness of endeavours to the extent possible, States are strongly encouraged not to join more than one RSOO unless the RSOO in question provides different functions. Accordingly, signature of the Memorandum of Understanding (MOU) on the separation of functions of the respective RSOOs of the Autorités Africaines et Malgache de l'Aviation Civile (AAMAC), Central African Economic and Monetary Community (CEMAC) and West African Economic and Monetary Union (UEMOA) was completed in May 2015.

2.6 The AFI Plan promoted the establishment of the Association of African Aviation Training Organizations (AATO) aimed at harmonizing and standardizing aviation training in Africa. Support was provided to the AATO including the recruitment of the Secretary General and the establishment of the Headquarters in Addis Ababa, Ethiopia with a Host Country Agreement signed with the Government of Ethiopia in 2015.

2.7 To acquire more qualified technical staff, the AFI Plan has conducted numerous activities including seminars and workshops in various safety-related fields. Over 2 000 personnel from many African States have benefited from these activities conducted from 2008 to date. The 37th Session of the Assembly in 2010 highlighted that there was a need for Member States to take ownership with regard to aviation training, thus requiring a change in the role played by ICAO from a training service provider to a facilitator of training. Accordingly, the AFI Plan has since facilitated and informed States on the available aviation safety training provided at selected ICAO-endorsed training centres in Africa.

2.8 The Ministerial Conference on Aviation Safety in Africa (16 to 20 July 2012, Abuja, Nigeria) reaffirmed the commitment to promote reliable, sustainable and safe air transport in Africa. The Ministerial Conference emphasized that this would be achieved through implementation of thorough and documented air operator certification processes followed by effective safety oversight of all African air operators; promotion and implementation of ICAO Plans of Action to ensure timely resolution of SSCs; creation and/or strengthening of RSOOs and regional accident and incident investigation organizations (RAIOs); as well as encouraging States to confine their membership to not more than one RSOO or RAIO and provision of resources and support in the implementation of the AFI-CIS.

2.9 Most importantly, the Ministerial Conference adopted a set of high-level aviation safety targets which were subsequently endorsed by the Assembly of Heads of State of the African Union (AU) in January 2013.

2.10 Efforts in attaining these aviation safety targets and achieving sustainable safety improvements have already shown tangible results. Following validation of the evidence of implementation of the USOAP corrective actions plans (CAPs), a number of African States have registered significant improvements in their safety oversight systems as evidenced by the increase in the EI of the critical elements. Between July 2012 and June 2016, the number of States throughout the AFI region with an EI of 60 per cent and above increased from fourteen to twenty-four and the number of States with SSCs declined from twenty to four.

2.11 However, the regional average EI for Africa had increased from 40 per cent in January 2011 to 48 per cent in June 2016, i.e. 8 per cent over a 4.5 year period, and the regional Africa average remains below the GASP target EI of 60 per cent and the global average EI of 63 per cent in June 2016. To keep the momentum of the regional improvements, ICAO's efforts through the AFI Plan will be continued in terms of the timely provision of assistance in coordination with safety partners in the aviation community. Included are several specific projects in the areas of aerodrome certification, training roadmap, air navigation services provider (ANSP) peer review, State safety programme/safety management system (SSP/SMS), search and rescue (SAR), etc., which will take several years to implement and complete, utilizing the AFI Plan Fund voluntary contributions received from donor States.

2.12 In order to further foster and build a strong and healthy safety culture in the region, an AFI Safety Symposium has been held on an annual basis since May 2014. This forum has also played a role in escalating safety awareness to a level where all States proactively get engaged in exchanging ideas and disseminating information related to emerging safety issue and concerns prevalent in the region. It also serves as a golden opportunity for ICAO to effectively communicate with States in an effort to seek a workable solution between high-level officials demonstrating little or no progress in addressing their aviation safety deficiencies.

2.13 The AFI Plan works closely with RASG-AFI and the AFI Planning and Implementation Regional Group (APIRG). Accordingly, both RASG-AFI/3 and APIRG/20 Meetings, held in Yamoussoukro, Cote D'Ivoire in December 2015, endorsed the AFI Plan targets for 2016 including having 70 per cent of African States achieve 60 per cent EI, no SSCs and certifying at least 45 per cent of all international aerodromes.

2.14 With respect to ANS, the AFI Plan has developed an implementation project to support the African ANSP Safety and Quality Assurance (ASQA) Programme, a peer review mechanism established in 2015. The main goal of this initiative is to help ANSPs to continuously improve the safety and quality of air navigation in view of the limited ANS regulatory oversight in the African Region. The mechanism is based on reviews by independent teams of experts selected from among ANSPs and other

bodies of civil aviation, using comprehensive guidance material under validation which was developed with the support of ICAO, as well as relevant best practices of stakeholders such as the South Africa Air Traffic Navigation Services (ATNS), the Agency for Air Navigation Safety in Africa and Madagascar (ASECNA) and Civil Air Navigation Services Organisation (CANSO). ANSP peer review trials have been conducted in Kenya, South Africa, Uganda, United Republic of Tanzania and ASECNA in 2015 and 2016, and lessons learnt are being considered towards establishment in 2016 of a regional framework of cooperation, as well as modalities and tools for operational implementation of the ASQA Programme.

### 3. CONCLUSION

3.1 Although significant progress in enhancing aviation safety in Africa has been achieved as a result of the considerable work and actions undertaken through the AFI Plan and aviation partners, it is broadly recognized and agreed that additional efforts, resources and time are required, not only to achieve the high-level safety targets (Abuja Safety Targets) including resolution of the remaining SSCs and other safety deficiencies in the region, but also to retain this momentum and sustainability. The target set for all African States to attain 60 per cent EI of the CEs of a safety oversight system was adopted as a global measure and forms the basis for the near-term objective of the GASP. Achievement of the Abuja Safety Targets is critical to attain the GASP objectives at the AFI regional level. Therefore, there is a need for continued assistance to States through the AFI Plan in collaboration with aviation safety partners, particularly to ensure that all aviation safety-related activities including, AIG, AGA, and ANS, are included in the programme and carried out in an effective and timely fashion.

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