PROPOSED UPDATE OF

COMPREHENSIVE REGIONAL IMPLEMENTATION PLAN FOR AVIATION SAFETY IN AFRICA

SEPTEMBER 2017

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1. EXECUTIVE SUMMARY

1.1   The Comprehensive Regional Implementation Plan for Aviation Safety in Africa (AFI Plan) was adopted in September 2007 by the 36th Session of the ICAO Assembly in response to the elevated rate of accidents and incidents and the overall weakness in the aviation safety oversight capabilities of States in the AFI region. The programme was formally launched in 2008 for an initial period of four years (2008-2011). The AFI Comprehensive Implementation Programme (ACIP) was set up at the beginning of 2008 to implement the Plan.

1.2   The AFI Plan was designed with three key focus areas of delivery namely; provision of infrastructure and capacity building for a sustainable safety oversight system, assistance to States to resolve identified safety oversight deficiencies, and enhancement of aviation safety culture of aviation service providers. The main activities undertaken by the AFI Plan included; provision of aviation safety training, delivery of assistance through the Regional Office Safety Teams (ROSTs), co-ordination with other implementing partners through the AFI Plan Steering Committee, and facilitation of the establishment of Regional Safety Oversight Organizations (RSOOs).

1.3   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).

1.4   Activities of the programme have largely centred on 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.

1.5   In March 2013, the AFI Plan was expanded to include the additional areas of air navigation services (ANS), aerodromes and ground aids (AGA) and aircraft accident and incident investigation (AIG), while maintaining primary focus on the traditional 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 expansion and continuation of the AFI Plan through 2016 and beyond.

1.6   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 sustainability. The report of the evaluation and recommendation on the extension of the AFI Plan for the next triennium were subsequently approved and endorsed by the ICAO Council respectively.

1.7   The   ICAO Assembly during its 39th Session examined the working paper presented by the Council relating to the extension of AFI Plan and agreed that to further improve aviation safety in Africa, the Comprehensive Regional Implementation Plan for Aviation Safety in Africa (AFI Plan) should be continued beyond 2016, including its expanded work programme covering the areas of aircraft accident and incident investigation (AIG), aerodromes and ground aids (AGA) and air navigation services (ANS).

1.8   The revision of the AFI Plan programme document is in response to the recommendation of the evaluation report on the need to update the AFI Plan document, subject to the continuation of the programme.

1.9   Therefore, the main objective of this document is to bring the AFI Plan document up-to- date thereby maintaining its relevance in line with the continuation of the programme through the year 2020. Accordingly, the revise document contains the types of activities to be carried out by the programme to support aviation safety in Africa with priorities and targets set at regional level. The revised Programme document is based on the results of a careful review of progress made in the region and some priority changes and expansion of the programme to cover AIG, AGA and ANS services.

2. BACKGROUND AND CONTEXT

PLAN DESCRIPTION

2.1 Comprehensive Regional Implementation Plan for Africa

2.1.1   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.

2.1.2   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), thus 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) of the Critical Elements of a State safety oversight system and/or those featured on the ICAO Monitoring and Assistance Review Board (MARB) list.

2.1.3   Over the years, significant progress has been achieved in enhancing aviation safety in Africa as a result of the considerable work and activities undertaken by ICAO through the AFI Plan. The programme continues to register significant gains towards the attainment of the Abuja safety targets including the improvement of Effective Implementation (EI) of the Critical Elements of a State safety oversight system, resolution of significant safety concerns (SSCs), establishment and strengthening of regional safety oversight and accident investigation organizations (RSOOs/RAIOs); and building of capacity through various training activities.

2.1.4   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, through AFI Plan, 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)**.**

2.1.5   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. In addition to the ICAO Plans of Action, the the AFI Plan Secretariat under direction by the Steering Committee has developed specific projects to be funded by AFI Plan with the aim of accelerating the achievement of the objectives and targets of the Plan..

2.1.6   The AFI Plan has been providing necessary support to States through the establishment and strengthening of RSOOs and RAIOs throughout Africa. Furthermore, the programme supported the establishment of the Association of African Aviation Training Organizations (AATO) aimed at ensuring harmonization and standardization of aviation training in Africa.

2.1.7   To further enhance the technical capabilities of States through increased number of qualified technical staff, the AFI Plan has conducted numerous training activities including seminars and workshops in various safety-related fields. Over 2,200 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 regards to aviation training, thus requiring a change in the role played by ICAO from being a training service provider to a facilitator of training. Accordingly, the AFI Plan has since facilitated and coordinated with States and training centres on planning and organization of aviation safety training provided at selected ICAO-endorsed training centers in Africa.

2.1.8   For external stakeholder representatives who are members of and represented in the AFI Plan SC meetings, the AFI Plan provides a co-ordination platform for their programmes, projects and initiatives alongside those of ICAO. In addition, the safety initiatives and annual operational targets of RASG-AFI and APIRG are also aligned with the targets of the AFI Plan.

2.1.9   In general, the design and subsequent revision of the AFI Plan was based on sound and credible results as evidenced by the increasing progress in the improvement of aviation safety in Africa whilst taking into the account policy and environmental changes since its inception.

2.2   Elements considered in updating the AFI Plan Document

2.2.1   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 thus ensure 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.

2.2.2   To this end**,** the originally identified focus areas of the AFI Plan including the provision of assistance to States whilst focusing on the establishment and implementation of effective and sustainable safety oversight systems; resolution of identified safety oversight deficiencies; and fostering of aviation safety culture in Africa are still relevant.

2.2.3   The revision of the programme document also considers the progress made in the implementation of the Plan as well as policy and operational changes such as the introduction of the ICAO Training Policy and integration of the AFI Plan activities into the work programme of the ICAO Regional Offices, etc. It is also intended to introduce specific measurable targets with milestones that incorporate the Abuja safety targets (ASTs) as well as a monitoring and reporting schedule and responsibilities under the AFI Plan.

2.3   Objectives of the Plan

2.3.1   The three main /key objectives of the Plan are:

- Enabling States to establish and maintain effective and sustainable safety oversight systems;

- Assist States to resolve identified safety oversight deficiencies within a reasonable time; and

- Enhance aviation safety culture and   information exchange   among African regulators and   service providers through gradual and effective implementation of State Safety Programme (SSP) and Safety Management Systems (SMS)

2.3.2 Specific objectives

- To strengthen civil aviation authorities with respect to their safety oversight capabilities;

- To increase compliance with ICAO SARPs and industry's best practice;

- To increase the number of qualified personnel at the industry and oversight levels;

- To improve the quality of inspectors and other civil aviation staff through training;

- To ensure impartial and unimpeachable investigation and reporting of serious accidents and incidents;

- To enhance regional cooperation;

- To enhance capacity of regional and sub-regional safety oversight systems;

- To promote and assist States in the implementation of State Safety

- Programmes (SSP)

- To ensure effective implementation of aviation safety management systems for airports, air navigation services providers, airlines, relevant stakeholders;

- To improve assistance in oversight to least developed States;

- To disseminate and shared knowledge within the reach of the targeted States and in the region.   .

2.3.3 Long-term objectives

- To increase credibility of States and regional organizations, attracting investors and customers for the industry;
- To increase relevance of the global SARPs development and implementation process to the region, as well as the participation of States in the SARPs development process;
- To heighten transparency into the region's aviation oversight activity,
- enabling more rapid problem resolution and regionally prioritized action;
- To provide a structured and coordinated approach for participation of all stakeholders active in the effort to increase aviation safety in the Africa- Indian Ocean region, allowing efforts to be driven not only by States but also by all stakeholders involved in the air transport system;
- To establish coordination and cooperation in training activities undertaken in the AFI Region.

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

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

2.5   **Expected results of the Plan**

2.5.1 The results of the Plan will, to the extent possible, be measured against the performance indicators/metrics contained in the Global Aviation Safety Plan (GASP) and the Abuja Safety Targets (ASTs) as well as other metrics derived from ICAO Standards. They include:

- improved aviation safety record for the whole AFI region;
- coordinated actions of all stakeholders providing assistance to States in the AFI region; and
- efficient and safer air transport system for the general public in the AFI Region.

The Plan will also lead to:

- empowerment of the ICAO Regional Offices to take on the challenge to implement the Plan — and hold them accountable for their efforts;

- improved coordination and collaboration with industry; and

- a structured programme management approach to activities undertaken by
- ICAO and other role players in the AFI region.

3. PROGRAMME MANAGEMENT AN IMPLEMENTATION

3.1.1 Management of the Plan

Under the Plan, every action taken within the AFI region will benefit from a disciplined, metrics-based programme management approach. Although ICAO will not be directly responsible for implementing all activities in the region, it has been proven that the AFI Plan played a crucial role in serving as the coordinating platform for all similar activities performed by different partners. Regional Office personnel responsible to coordinate the programme will therefore need to be extensively trained in programme management disciplines, and the activities must be aligned with and guided by the global planning activities of ICAO Headquarters.

3.1.2 The Plan will be managed under the supervision of the Senior Regional Director, who will continue to report to a Steering Committee (SC). The SC will continue to follow the already established work programme. The SC will monitor the progress of activities undertaken under the Plan; membership of the Committee may be expanded to ensure representation of all stakeholders and interested parties.

4. DEVELOPMENT AND IMPLEMENTATION

4.1 The Comprehensive Regional Implementation Plan for Aviation Safety in Africa has been developed following the steps outlined in the Global Aviation Safety Plan, to include identification of key stakeholders, determination of the safety strength enablers, identification of risks, performance of a gap analysis and development of prioritized recommended actions.

4.2 The programme document has been updated within the framework of the original

AFI Plan document with clearly defined objectives, outputs, activities and metrics. This process will also include continuous monitoring and evaluation.

4.3   The following table outlines the management and implementation of the Plan in terms of its immediate objectives outputs and activities. In this step, performance measurements (metrics) and the expected levels of performance (targets) have been developed to track both Programme and operational progress. They are presented in table

PERFORMANCE MEASURE AND TARGETS FOR AFI PLAN PROGRAMME ACTIVITIES 2017-2020

KEY OBJECTIVES	INITIATIVE	MEASUREMENT	TARGET			
			2017	2018	2019	2020
Enabling States to establish and maintain effective and sustainable safety oversight systems;	• **Support all States establish the Fundamentals of Safety Oversight (FSO) system (CE1-CE5)**	% supported AFI States with lack of FSO	20%	50 %	70 %	100 %
	• **Encourage at least half of African State to delegate certain oversight functions to RSOO**	No. of States delegated at least a functions to RSOO/RAIOs	5	10	20	27
	• **Support the integration and enlargement of RSOOs/RAIOs for effective and sustainable functioning.**	Coordinate a global and regional RSOO meeting and implement its outcome	Meeting Conducted and Strategy sated	25 % of the meeting outcome Implemented	60 % of the meeting outcome Implemented	90 % of the meeting outcome Implemented

Assist States to Resolve Identified Deficiencies within a reasonable time	• **Assist States to improve EI**	% of States above 60%EI	70%	75%	85%	95%
	• **Assist States to resolve SSC(s)**	No. of States with SSC(s)	Zero	Zero	Zero	Zero
	• **Assist States to certify all international Aerodromes**	% international Aerodrome Certified	50%(Each state at least certified one International Aerodrome)	70%	80%	95%

• **Assist States to establish a mechanism to ensure independent Aircraft Accident and Serious Incident Investigation**	% States with independent Aircraft accident and incident investigation entity	70%	80%	90%	100%
• **Assist all States above 60% to start Implementing SSP**	% of state implementing SSP	70%	75%	85%	95%
• **Assist States to establish effective SAR organization**	No. of States Assisted	30		48	
• **Assist States to Implement ICAO Plans of action**	% States meeting Timelines	50%	70%	80%	100%
• **Facilitate Safety Inspector Training Courses**					
1. Airworthiness Inspector Course	No. of Courses	1	1	1	1
2. Operations Inspector Course	No. of Courses	1	1	1	1
3. Personnel licensing Inspector Course	No. of Courses	1	1	1	1
4. Air Navigation Services Inspector Course	No. of Courses	1	1	1	1
5. Aerodrome certification Course	No. of Courses	1	1	1	1

Enhance aviation safety culture and information exchange among African regulators and service providers	• **Aviation Service Providers to Develop and Implement their Respective Safety Management System (SMS)**					
	1. International Airlines	% IOSA certified international Airlines	70%	80%	90%	100%
	2. International Airports	% Airports with SMS	Approved assistance Project	80%	90%	100%
	3. Air navigation	% Air navigation service providers	Approved assistance Project	80%	90%	100%
	• Assist to establish and conduct ANS peer review mechanism	No. of publish peer review outcomes reports	Peer review mechanism established	1	1	1
	• Conduct at least annual aviation safety conference in the region	No of Safety Conference	1	1	1	1

5.   **FINANCIAL REQUIREMENTS AND MANAGEMENT**

5.1.   The financial requirements and voluntary contributions associated with the Plan will be managed from Headquarters. The overall management of the Plan will be the responsibility of the Secretary of AFI Plan under the direction of the Steering Committee. Overall coordination of the AFI Plan with various stakeholders will be carried out by the Programme Coordinator in close coordination with Regional Offices and ICAO Headquarters.

6.   **TIMELINE AND SCHEDULE OF ACTIVITIES**

6.1.   The extension of the AFI Plan will run for four years, through the year 2020. On the basis of the assessment of the three-year progress, Council will make a decision on subsequent phases and activities of the Plan.

7.   **STAKEHOLDER INVOLVEMENT**

7.1   The Stakeholders in the civil aviation sector are States, ICAO, airlines/operators, airports, air navigation service providers, aircraft and equipment manufacturers, maintenance and repair organizations, regional organizations, international organizations and industry representatives.

7.2   The ICAO partners will work to achieve the objectives of the Plan and will be consulted at each stage of its implementation as most of them are represented at the Steering Committee
.The programme coordinator should work closely to coordinate the various parallel initiatives of partners and stakeholders in order to avoid duplication of effort and enhance efficiency in implementing the programme.

8.   SAFETY STRENGTHS ANDE ENABLERS

8.1   ICAO has the broad mandate, experience and capability to achieve long-term growth and stability within the region. Other strengths underpinning the effective implementation of the Plan may include those already suggested in the Global Aviation Safety Roadmap. In this respect, the ICAO Regional Offices in Africa are expected to continue to play a leading role as enablers of the Plan. The Regional Offices have direct contact with the States in their respective areas of accreditation and can therefore contribute to assistance delivery to the States. To address the activities at the user level, IATA and air navigation service providers will play a significant role. Other enablers may include: World Bank, African Airlines Association (AFRAA), IATA Partnership for Safety Initiative, FAA, US Safe skies for Africa, ACI, various EU initiatives implemented through EASA and Regional Economic Communities, etc.

9.   COORDINATION WITH OTHER RELEVANT PROGRAMMES AND PLANS

9.1   As already indicated above, there are a number of other programmes and plans being implemented in the AFI region. To avoid duplication of effort, all aviation initiatives in the region will be coordinated within the framework of the AFI Plan. Coordination will be effected at various levels to include, Regional Offices, ICAO Headquarters and the AFI Plan Steering Committee.

10.   RESOURCE REQUIREMENTS

10.1   The execution of the Comprehensive Regional Implementation Plan for Aviation Safety in Africa falls within the general mandate of the Dakar and Nairobi Regional Offices. As it is clear that these offices do not have the resources required to effectively support the Plan, there is a need to complement the resources already provided under the Regular Programme, It is, therefore, envisaged that the necessary resources required to effectively carry out the programme activities will be made available through support from the ICAO Secretariat and Voluntary contributions.

11. MONITORING AND EVALUATION

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

Output	Individual responsible	Individual or group reported to	Reporting Date
AFI Plan Programme activities and reports	RD	Steering Committee ANC and Council	Every six months
Programme Reports Council & ANC Reports Audit	RD	Chairman of the Steering Committee	Every six months
Report to 40th Session of the ICAO Assembly	RD/ANB	Assembly	3 Years (2019)
Report to DGCA	RD	DGCA	Annually
Report for APIRG and RASG	RD	RASG and APIRG	18 Months

12. BUDGET AND FUNDING ARRANGEMENTS

12.1.   The Plan will be funded through the triennium budget for 2017-2019 and voluntary contribution generated over the previous and the coming years.

**APPENDIX
A**

**KEY
PLAYERS/PARTNERS**

The following key players will remain vital in the implementation of the

programme. International State Authorities / Organizations

- Aviation authorities / safety agencies (US FAA, French DGAC, Dutch CAA, etc.)
- World Bank
- African Development Bank
- European Union

Regional State Authorities / Organizations / Groups

- African Union (AU)
- ECOWAS – Economic Community of West African States
- SADC – Southern Africa Development Community
- UEMOA – Union Économique et Monétaire Ouest Africaine
- UNECA – United Nations Economic Commission for Africa

Regional Safety Organizations

- AAMAC—African and Malagasy Civil Aviation Authorities
- AFCAC – African Civil Aviation Commission (AFCAC is the civil aviation commission of the African Union)
- AFRASCO – African Airlines Safety Council
- ASET – Africa and Indian Ocean Safety Enhancement Team
- ASECNA – Agence pour la Sécurité de la Navigation Aérienne en Afrique et Madaga
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- BAGASOO – Banjul Accord Group Aviation Safety Oversight Organization

- FSF – Flight Safety Foundation

Industry Organizations

- IATA – International Air Transport Association
- IFALPA – International Federation of Airline Pilots Associations
- Aircraft manufacturers: Airbus, Boeing, ATR, etc.
- AFRAA – African Airlines Association
- ACI-Africa – Airports Council International – Africa
- CANSO – Civil Air Navigation Services Organisation
- ISSG – Industry Safety Strategy Group

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