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**EXECUTIVE COUNCIL**  
**Twenty-Second Ordinary Session**  
**21 – 25 January 2013**  
**Addis Ababa, ETHIOPIA**

**EX.CL/758(XXII)**  
**Original: English**

**REPORT OF THE MINISTERIAL CONFERENCE**  
**ON AVIATION SAFETY IN AFRICA**  
**ABUJA, NIGERIA, 16 – 20 JULY 2012**

**REPORT OF THE MINISTERIAL CONFERENCE ON AVIATION SAFETY IN  
AFRICA, ABUJA, NIGERIA, 16 – 20 JULY 2012**

**INTRODUCTION**

1. The Ministerial Conference on Aviation Safety in Africa was held from 16 to 20 July 2012 in Abuja, Federal Republic of Nigeria, under the theme: “**Assessment of aviation safety performance in Africa**”. The Conference was attended by Ministers of Transport and Experts from thirty eight (38) African Union Member States as well as representatives of Regional Economic Communities (RECs), specialised institutions and partner organisations.

2. The Conference was organised following a recommendation of the Second Session of the AU Conference of African Ministers of Transport that was held in Luanda, Angola, from 21 to 15 November 2011 and endorsed by the Executive Council Decision No. **EX.CL/Dec.682(XX)** taken at the AU Summit meeting of January 2012. The recommendation is in paragraph 43 of the Ministers’ Report

3. In view of the fact that the conference was not included in the 2012 AUC Calendar of Meetings and, hence, not budgeted for, the sector Ministers decided that, due to the urgency of the matter, the conference should be organised with the logistical support of the African Civil Aviation Commission (AFCAC), a specialised agency of the AU, in collaboration with the Government of the Federal Republic of Nigeria under the auspices of the AUC and, hence, its outcome should be submitted for consideration and decision by the AU decision-making organs.

4. The proceedings of the conference were presided over by the following elected Bureau:

Chairman:	Angola (Southern Africa)
1 <sup>st</sup> Vice-Chairman:	Tanzania (East Africa)
2 <sup>nd</sup> Vice-Chairman:	Ghana (West Africa)
3 <sup>rd</sup> Vice-Chairman:	Cameroon (Central Africa)
Rapporteur:	Egypt (North Africa)

**Issues Discussed**

5. The Ministers noted the concern of African aviation stakeholders that Africa was lagging behind in the implementation of international standards and recommended practices regarding aviation safety. To address the situation, they considered and made a number of decisions on various key issues and challenges currently facing the continent in matters of aviation safety.

6. The main agenda items of the conference were as follows hereunder:

- (i) Policy imperatives of aviation safety;
- (ii) Status of implementation of various initiatives for improvement of aviation safety in Africa.

## **OUTCOME**

7. At the end of their deliberations, the Ministers adopted the following outcomes:
  - Aviation Safety Targets and Action Plan for Africa;
  - Abuja Declaration on Aviation Safety in Africa.
  
8. The Executive Council is invited to note and adopt the enclosed Report of the Ministerial Conference on Aviation Safety in Africa and its main outcomes as adopted by the Ministers responsible for Aviation at the Conference.

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**MINISTERIAL CONFERENCE ON  
AVIATION SAFETY IN AFRICA  
16 – 20 JULY 2012  
ABUJA, NIGERIA**

**AU/ MIN /AT/ Rpt. (IV)**

**REPORT OF THE MINISTERS' MEETING**

## REPORT OF THE MINISTERS' MEETING

### INTRODUCTION

1. The Session of Ministers of the Ministerial Conference on aviation safety in Africa organised under the theme “**Assessment of aviation safety performance in Africa**” was held at the Transcorp Hilton Hotel in Abuja, Nigeria, on 19 and 20 July 2012. It was preceded by an experts' session from 16 to 18 July 2012 and was attended by 254 participants representing 38 States and 15 international organizations and non-African States.

### PARTICIPATION

2. The following Member States participated in the meeting: Algeria, Angola, Benin, Botswana, Burkina Faso, Burundi, Cameroon, Cape Verde, Central African Republic, Chad, Congo, Côte d'Ivoire, Egypt, Equatorial Guinea, Ethiopia, Gabon, Ghana, Guinea, Guinea Bissau, Kenya, Liberia, Madagascar, Mali, Mauritania, Mauritius, Mozambique, Niger, Nigeria, Rwanda, Senegal, Sierra Leone, South Africa, Swaziland, Tanzania, Tunisia, Uganda, Zambia, and Zimbabwe.

### OPENING CEREMONY

3. The conference was addressed by the following dignitaries at its opening ceremony:

#### **Address by the President of the International Civil Aviation Organisation (ICAO), Mr. Kobeh Roberto GONZALEZ**

4. The President of ICAO expressed his gratitude at being invited to participate in the high-level ministerial conference on aviation safety in Africa. He then highlighted the importance and high potential for growth of air transport within the continent's transport system. He then enumerated the challenges facing the aviation industry in Africa focusing on the still serious poor safety record of the continent.

5. Mr Gonzalez stated the commitment of ICAO to helping African States improve safety through the various programmes and activities that it has made available to particularly address the safety deficiencies identified by ICAO's safety audits. He also indicated the readiness of the ICAO's regional directors who have a responsibility to work with states in their respective regions to ensure that tailor-made solutions are implemented to enhance aviation safety in each country.

6. Also, the ICAO President mentioned the organisation's preparedness to assist African States improve aviation safety through the implementation of the 2010 Ministerial Declaration of Aviation Security to be adopted in Abuja, Nigeria as well as African Union Policies related to aviation safety.

#### **Address by the African Union Commissioner for Infrastructure and Energy, Dr. Elham M.A. IBRAHIM**

7. Dr Elham M.A. IBRAHIM, The African Union Commissioner for Infrastructure and Energy, after thanking the President and Government of the Federal Republic of

Nigeria, she indicated the international community has placed safety top on the civil aviation agenda.

8. In that regard, Africa, as a continent, has also not lagged behind in addressing issues related to aviation safety. However, corrective measures are needed in order to enable some African States which are enhancing the aviation safety at the low pace to follow suit. In that regard, she outlined that the Second Session of the Conference of African Ministers of Transport held in November 2011 in Luanda, Angola, decided among others to hold the conference on aviation safety in Africa.

9. It is, hence, the expectation of the African Union that the support provided by stakeholders and partners to African States in the improvement of aviation safety would be based on the outcome of this conference, she concluded.

**Goodwill message by the Chairman of the Conference of African Ministers of Transport, Honourable Augusto da Silva TOMÁS, Minister of Transport of the Republic of Angola**

10. Honourable Augusto da Silva TOMÁS, Minister of Transport of the Republic of Angola, the Chairman of the Conference of African Ministers of Transport began by thanking the people and Government of the Federal Republic of Nigeria for the successful organisation of the conference and the warm hospitality accorded to all delegations.

11. The Honourable Minister recalled the need for the continent to improve its aviation safety performance by complying with ICAO Standards and Recommended Practices as well as to strengthen cooperation among them and with the key stakeholders and development partners.

12. Honourable TOMÁS expressed his hope that successful implementation of the outcome of this conference would effectively address most of the challenges facing the African civil aviation in terms of safety.

**Opening Address of the Vice President of the Federal Republic of Nigeria, His Excellency Namadi SAMBO**

13. After welcoming all delegates to the Federal Capital City of Abuja, His Excellency Namadi SAMBO, Vice President of the Federal Republic of Nigeria who represented the President of the Federal Republic of Nigeria, His Excellency Good luck JONATHAN (GCFR) delivered the message of the latter indicating that enhancing aviation safety became necessary because the continent could not allow the aviation industry to become a source of sorrow and regret in spite of its importance.

14. He assured that the Nigerian Government would continue to collaborate and partner with other African States and international stakeholders towards improving air travel safety in Africa. The story of Nigeria attests to the fact that the present safety situation in Africa can be changed through collaborative action among African States, he added.

15. Further, he mentioned that we must materialise the achievement of this goal with determination, commitment, hard work and focus. In this vein, he commended the President of the International Civil Aviation Organisation, Mr Roberto Kobeh Gonzalez, for his support to the growth and development of aviation in Africa. On this note, he declared the Ministerial Conference on Aviation safety opened.

#### **AGENDA ITEM 1: ADOPTION OF THE AGENDA**

16. The meeting reviewed and adopted the agenda.

#### **AGENDA ITEM 2: STATE OF AVIATION SAFETY**

17. Under this Agenda Item, Ministers considered the overview of the status of aviation safety in Africa providing an overview of the 8 critical elements of a State's Aviation Safety Oversight system together with the Universal Safety Oversight Audit Programme results in comparison with the global results based on the ICAO audits. The definition of Significant Safety Concerns was indicated urging to their prompt resolution. In that regard, States were directed to work on particular deficiencies based on the effective implementation of the 8 critical elements of safety oversight. Finally, a global comparison of accident rates and the need for regulatory authorities to properly conduct the certification process before issuing the relevant certificate was highlighted.

18. In considering EU operational ban of African carriers, it was noted that despite the gradual improvement on aviation safety, more and more African countries continue to be added to the EU banned list. Range and scope of the EU ban list and how negatively it is affecting all African airlines as well as highlights on lack of transparency and negative effects in improving aviation safety in Africa were also considered. In focusing on effective alternatives for improving aviation safety on the continent by adopting the Africa-Indian Ocean Region (AFI) Strategic Improvement Action Plan and by making International Air Transport Association Operational Safety Audit (IOSA) mandatory for all carriers, it was concluded that African Union Commission, African Civil Aviation Commission (AFCAC) and all other stakeholders should be encouraged to join efforts in order to establish a cooperation framework which will lead to fair-minded actions that will benefit both regions.

19. Boeing shared with the meeting their safety statistics for Africa for the period 1987-2011. It appeared that while Runway Excursion (RE) is the highest risk in terms of accident, Loss of Control (LOC) and Controlled Flight Into Terrain (CFIT) were the highest risks in terms of fatalities. It was recognised that safety initiatives and Detailed Implementation Plans (DIP) should be developed to address these three major risks.

#### **AGENDA ITEM 3: POLICY IMPERATIVES/**

##### **REQUIREMENTS/ASPECTS OF AVIATION SAFETY**

20. Importance of Aviation Safety to Air Transport and Economic Development was considered under this Agenda Item. It was mentioned that air transport today is considered by many States as the engine for economic development and growth. Furthermore, strong aviation safety contribute to the sustainability of national

economic growth. As a result the meeting concluded that the accelerated implementation of the Yamoussoukro Decision is a must.

**21.** The meeting focused on the African Civil Aviation Policy (AFCAP) objectives and strategies specific to aviation safety as adopted by the Conference of African Ministers for Transport held in Luanda, Angola, in November 2011 and endorsed by the Eighteenth AU Assembly of Heads of State and Government. The aforementioned Conference tasked the African Union Commission to sensitize States to immediately implement the safety strategies contained therein and directed AFCAC to setup the necessary machinery for establishing and monitoring achievement of measurable targets for aviation safety in Africa.

**22.** The responsibilities of ICAO Member States as signatories to the Convention on International Civil Aviation were introduced. The responsibilities and accountabilities of Directors General in ensuring the implementation of the State's obligations were stressed, including the issuance of air operators certificates (AOCs) authorizations, conditions, approvals and licenses after a thorough and documented process has been completed.

**23.** Flight Safety Foundation perspective on regulatory and operational safety challenges in the Africa was considered under this item. Observations and recommendations of the Flight Safety Foundation regarding regulatory and operational safety challenges in Africa were presented. Lessons learnt from assistance efforts involving specific African States, and findings from recent audits of African operators by the Flight Safety Foundation were also reflected upon. The meeting noted that Civil Aviation Authority (CAA) autonomy is of critical importance to African States and smaller African operators that support the resource industry are vital to developing economies. Also, noted was a considerable library of safety information available free of charge with the Flight Safety Foundation for African States perusal.

#### **AGENDA ITEM 4: STATUS OF IMPLEMENTATION OF VARIOUS INITIATIVES**

**24.** Current framework for Funding of effective Safety Regulatory functions such as the establishment of autonomous CAAs and Regional Safety Oversight Organizations (RSOOs) as well as the report on the Conclusions and Recommendations of the ICAO Symposium on RSOOs were considered. The establishment of autonomous CAAs and RSOOs is to ensure an effective safety oversight system on a national and regional basis. The meeting agreed to support ICAO in encouraging States to become members of only one RSOO on the understanding that if a State needs to become a member of more than one RSOO, close coordination between the State, the RSOOs concerned and the ICAO Regional Offices is established.

**25.** Progress Report on the Implementation of the Recommendations and Performance Targets of the Special Africa-Indian Ocean Regional Air Navigation (AFI RAN) Meeting (Durban, November 2008) was made. Ministers agreed to support the implementation of the Recommendations of the above AFI RAN Meeting in their respective State. Stakeholders should also be encouraged to lend support to States on this subject.

**26.** Progress Report on the implementation of the Conclusions and Recommendations of AFCAC Workshop on Brain Drain and Training was made. It was stated that brain drain is a serious concern worldwide as well as for Africa. The continent continues to lose aviation skills to other regions and that the workshop convened by AFCAC on 29<sup>th</sup> and 30<sup>th</sup> September 2009 in Addis Ababa, Ethiopia, issued a Declaration setting out guidance to mitigate its adverse effects. The meeting agreed that AFCAC should continue to coordinate the African initiatives as well as cooperate, collaborate and coordinate with similar organizations and other Regions to ensure that aviation professionals are well motivated as well as to increase the employment of females in aviation as they are deemed to adequately fill the gap.

**27.** Furthermore, Progress Report on the Implementation of the Comprehensive Regional Implementation Plan for Aviation Safety in Africa (AFI Plan) and the AFCAC Cooperative Inspectorate Scheme (AFI-CIS) was made by providing the meeting with objectives of the AFI-CIS and information on the progress made in the establishment and execution of the scheme as well as proposed recommendations for its effectiveness. The meeting agreed to urge States identified with Significant Safety Concerns (SSCs) and those currently on the ICAO Monitoring and Assistance and Review Board (MARB) to effectively collaborate with the AFI-CIS and to request States to establish focal point to AFCAC and its AFI-CIS. It was also noted that the progress made by the AFI-CIS Project can be improved upon.

**28.** Report on the Conclusions and Recommendations of International Air Transport Association (IATA) African Region Safety Summit. The meeting was informed about of IATA's commitment to the joint five-step Africa Strategic Improvement Action Plan meant to address safety deficiencies and strengthen regulatory oversight in the region by 2015. The five steps are: Adoption and implementation of an effective and transparent regulatory oversight system; Implementation of runway safety measures; Training on preventing loss of control; Implementation of flight data analysis (FDA); and implementation of Safety Management System.

**29.** The meeting was informed about the Airports Council International (ACI) Airport excellence (APEX) in safety programme developed by ACI. The APEX in Safety Programme is based on ICAO standards as well as ACI Best Practices. APEX in Safety combines the mandate for regulatory compliance with the actual day to day operational needs of airports to maximize operational efficiency while enhancing the safety standards. The meeting agreed to support the improvement of safety standards of airports in Africa by recognizing the assistance available through the ACI APEX in Safety Program also to encourage airport operators to contact ACI for assistance through the APEX in Safety Program.

**30.** The following matters related to improvement of aviation safety, environmental protection and sustainable development of air transport in Africa were submitted under this agenda item:

- certification process for the issuance of Air Operator Certificates (AOCs) and the identification of Significant Safety Concerns (SSCs);

- Harmonisation and Standardisation of Training Courses and Cooperation among African Aviation Training Institutions.

31. In that regard, the meeting noted that all the States with an ICAO-identified SSC have the common problem of the State's civil aviation authority issuing AOCs without all aspects of the certification process being completed and agreed to encourage States to acknowledge the importance of satisfactorily completing a thorough and documented AOC process prior to the issuance of AOCs and accompanying operations specifications and also to take specific measures to address identified SSCs as a matter of urgency.

32. In that context, it agreed to encourage States to support the implementation of the framework for harmonization of aviation training in Africa and to also encourage training institutions to join the Association of African Aviation Training Organizations (AATO) as well as to encourage States to acknowledge the importance of satisfactorily completing a thorough and documented AOC process prior to the issuance of AOCs and accompanying operations specifications and also to take specific measures to address identified SSCs as a matter of urgency.

#### **AGENDA ITEM 5: SETTING OF AVIATION SAFETY TARGETS AND DEVELOPMENT OF ACTION PLAN FOR AFRICA**

33. Under this agenda item, the meeting was provided with a common frame of reference on aviation safety initiatives and aviation Safety Targets for consideration and adoption for implementation within Africa as a follow-up to the Decisions of the Second Session of the Conference of African Ministers of Transport, November 2011, Luanda, Angola when AFCAC was directed to formulate the Safety Targets. The meeting noted specific and measurable safety performance targets and actions to help monitor and evaluate the status of implementation of the various issues, recommendations and initiatives and further agreed to adopt the proposed aviation Safety Targets for Africa and the related Plan of Action, which are joined as Attachments A and B.

#### **AGENDA ITEM 6: ADOPTION OF MINISTERIAL DECLARATION**

34. The meeting adopted the Declaration on aviation safety in Africa attached herewith (Attachment C).

#### **AGENDA ITEM 7: ANY OTHER BUSINESS**

35. Egypt delivered a presentation on Air Traffic Management (ATM) Satellite System for Africa and Middle East (NAVISAT) inviting participants to subscribe to their satellite-based aeronautical services and Air Traffic Management systems. In that context, IATA proposed that NAVISAT project be coordinated with ICAO to ensure integration with existing networks such as North East Africa VSAT Network (NAFISAT), SADC Very-small-aperture Terminal II (SADC VSAT II) and Africa-Indian Ocean satellite Network (AFISNET). Civil Air Navigation Services Organisation (CANSO) also suggested that Egypt and South Africa continue to work together on the NAVISAT and NAFISAT programs to avoid duplication. The meeting therefore noted the request to adopt NAVISAT project as one of the Programme for Infrastructure Development in Africa (PIDA) for the Air transport Section and for

AFCAC to adopt the Satellite Aeronautical Services Certification requirements and the Certification Plan.

**36.** The meeting was delighted that the Nineteenth AU Assembly of Heads of State and Government has adopted the Decision on African Candidatures within the International System - Doc. EX.CL/739(XXI) endorsing among others the candidacy of Dr Alumuyiwa Bernard ALIU, Nigeria National, for the Presidency of the ICAO Council.

**EX.CL/758(XXII)**  
**Annex 1**

**ABUJA DECLARATION ON AVIATION SAFETY IN AFRICA**

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16 – 20 JULY 2012  
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**AU/ MIN /AT/ Rpt. (IV)  
Annex 1**

**ABUJA DECLARATION ON AVIATION SAFETY IN AFRICA**

**ABUJA DECLARATION ON  
AVIATION SAFETY IN AFRICA**

**We**, African Ministers responsible for Civil Aviation, meeting in Abuja, Nigeria from 19 to 20 July 2012, on the occasion of the Conference on aviation safety in Africa organized by the African Civil Aviation Commission (AFCAC) under the auspices of the African Union Commission (AUC);

**Mindful of** the Convention on International Civil Aviation done in Chicago in 1944.

**Mindful of** the Treaty Establishing the African Economic Community signed in Abuja, Nigeria, in June 1991;

**Mindful of** the Constitutive Act of the African Union (AU) adopted in Lomé, Togo, on 11 July 2000, particularly Articles 14, 15 and 16 thereof which entrust the African Union Commission with the role of coordination in the transport, communication and tourism sectors;

**Mindful of** the African Civil Aviation Policy (AFCAP) adopted by the Second Conference of the AU Ministers of Transport, in Luanda, Angola on 25 November 2011 and the strategies and commitments outlined therein;

**Mindful of** the new Constitution of the African Civil Aviation Commission (AFCAC), a specialised agency of the African Union, that came into force provisionally on 11 May 2010;

**Considering** the Declaration adopted by the Second Conference of AU Ministers responsible for Transport held in Luanda, Angola from 21 to 25 November 2011, which was subsequently endorsed by the Summit of the Heads of State and Government, in Addis Ababa, Ethiopia in January 2012;

**Considering** the importance of aviation safety in air transport industry development world-wide, and its impact on the national economic development particularly in Africa;

**Considering** the compelling need to continuously improve aviation safety in Africa and the need to urgently find immediate and sustainable resolutions to deficiencies in safety oversight;

**Considering** the Comprehensive Regional Implementation Plan for aviation safety in Africa (AFI PLAN) of the International Civil Aviation Organisation (ICAO);

**Concerned by:**

1. unilateral operational restrictions imposed on African Airlines by EU , which limits participation of African Airlines in the international Air Transport market and the resultant negative impact on the national economies;
2. insufficient number of competent/skilled aviation professionals for ensuring aviation safety in Africa;
3. difficulties in mobilization of adequate internal financial resources for enhancement of aviation safety in Africa;
4. disparity in the implementation of the Yamoussoukro Decision among regions.

**Recalling:**

1. the importance of air transport in the economic development of the Continent particularly the attendant increased interactions among peoples, and the wealth creation resulting from the various forms of exchanges so facilitated;
2. the challenges arising from the globalization of economies and the need for Africa to fully and effectively implement the 1999 Yamoussoukro Decision relating to the Liberalization of the Air Transport Markets in Africa;
3. the primordial leadership, coordination, harmonization, facilitation and advocacy role of the African Union Commission in the building of economic infrastructure for Africa's development through the Programme for Infrastructure Development in Africa (PIDA) and its Institutional Architecture for Infrastructure Development in Africa (IAIDA);
4. the role of the African Civil Aviation Commission (AFCAC), a specialized agency of the African Union in the development of the civil aviation industry in Africa and in particular as the executing agency of the Yamoussoukro Decision of 1999;
5. the crucial roles of the Regional Economic Communities (RECs), Regional Safety Oversight Organisations (RSOOs) and the Cooperative Development of Operational Safety and Continuing Airworthiness Programmes (COSCAPs) in the implementation of regional aviation safety and continuing airworthiness programmes;

6. the role of the International Civil Aviation Organisation (ICAO) and in particular the African Representatives on the Council of ICAO in fostering the development of international civil aviation.

**Reaffirm:**

1. the urgent need to implement national, regional and continent-wide strategies on aviation safety in the African continent with a view to promoting air transport as a mode of transport which considerably contributes to sustainable development and integration of Africa;
2. the urgent need for the establishment of regional safety oversight, search and rescue and accident investigation organisations as means of developing and supporting State capabilities to implement international obligations and protect users;
3. the need for a permanent mechanism of consultation between the African Union Commission and the European Commission, to address the interdiction of African Airlines' access to the European air space.

**Welcome:**

The various initiatives undertaken by sector organizations in the continent and by Regional Economic Communities (RECs), notably:

- The implementation of the Cooperative Development of Operational Safety and Continuing Airworthiness Programmes – COSCAPs and Regional Safety Oversight Organisations (RSOOs) and the establishment of Regional Accident Investigation Agencies (RAIAs);
- The IATA Operational Safety Audit (IOSA) and the Airports Council International (ACI) Airports Excellence (APEX) partnership for Safety Programmes in addition to the ICAO initiatives.

**Undertake to:**

1. Meet our States safety obligations under the Convention on International Civil Aviation, including ensuring effective safety oversight;
2. ensure the implementation of the policy objectives, commitments, regulations and strategies on aviation safety as adopted in the African Civil Aviation Policy (AFCAP);
3. ensure that aviation safety is given its due consideration in States' National Development Plans;

4. national law should facilitate establishing, strengthening, or maintaining Civil Aviation Authority autonomy enabling it to have sufficient powers, sustainable sources of funding and resources to carry out among others effective safety oversight and regulation of the aviation industry as well as delegate, its functions, if justified, to Regional Safety Oversight Organisations (RSOOs) or other African States;
5. support the effective implementation of the ICAO Global Aviation Safety Plan (GASP), the Comprehensive Regional Implementation Plan for Aviation Safety in Africa (AFI PLAN) and the AFI Cooperative Inspectorate Scheme (AFI CIS);
6. ensure the resolution of all Significant Safety Concerns (SSCs) and deficiencies, including the implementation of a thorough and documented Air Operator Certification (AOC) process;
7. ensure progressive increase in the Effective Implementation (EI) rate of ICAO's eight Safety Oversight Critical Elements to no less than the world average;
8. ensure the reduction of the rate of aircraft accidents and fatalities in Africa to global average;
9. ensure that all States in Africa attain overall maturity level 3 in each Global Safety Initiative (GSI) of the Global Aviation Safety Plan (GASP);
10. ensure that Aviation Training organisations in Africa attain reputation as international centres of excellence;
11. support the African Civil Aviation Commission (AFCAC) to enable it to effectively play its role; and
12. Request ICAO, AFCAC, IATA, ACI and CANSO to contribute to the AU process on post conflict or natural disaster reconstruction and development as regard to aviation.

**Decide to:**

- a) Work jointly to realize and implement the measures contained in the Plan of Action and the safety targets adopted by this Declaration within the stipulated timeframe;
- b) establish effective monitoring and reporting mechanisms for this Declaration, other resolutions and regional initiatives;

- c) take all necessary measures to ensure safe air transport operations in Africa, including a thorough and documented air operator certification process and an effective oversight of all African airline operators;
- d) take measures to create effective Regional Aviation Safety Oversight Organisations (RSOOs) and Regional Accident Investigation Agencies (RAIAs) as a means of developing State safety capabilities;
- e) urge the Regional Economic Communities (RECs) to transit their Cooperative Development of Operational Safety and Continuing Airworthiness Programmes (COSCAPs) into RSOOs;
- f) urge States to refrain from duplication of services in joining more than one RSOO;
- g) direct the African Civil Aviation Commission to develop cooperative schemes to facilitate bilateral and multilateral collaboration in accident investigation and search and rescue;
- h) ensure that the appropriate authorities sign with the African Civil Aviation Commission the Memorandum of Understanding on the AFI Cooperative Inspectorate Scheme (AFI CIS) as well as contribute inspectors and utilise the assistance available through the Scheme;
- i) demonstrate commitment and willingness to effectively participate in regional cooperation initiatives as a means to enhancing safety oversight capabilities;
- j) provide resources and support the implementation of ICAO State-specific Plans of Action aimed at addressing safety deficiencies and make use of the assistance available through ICAO;
- k) expedite the implementation of the conclusions and recommendations of the Special Africa-Indian Ocean Regional Air Navigation (AFI RAN) Meeting held in Durban, South Africa in November 2008;
- l) ensure the implementation of the recommendations of the AFI Planning and Implementation Regional Group (APIRG) and the Regional Aviation Safety Group (RASG-AFI) Meetings;
- m) take appropriate steps to accelerate the ratification of the Constitution of the African Civil Aviation Commission and ensure that the contributions are paid timely and arrears owed to AFCAC are settled fully;

- n) Urge the relevant authorities to accede to and ratify relevant international air law instruments and, as a matter of priority, ratify the Cape Town Convention and its Protocol to facilitate acquisition of modern aircraft fleet;
- o) Support development partners and key stakeholders initiatives for the enhancement of aviation safety in Africa together with other initiatives and partnerships for aviation safety in Africa;
- p) participate actively at all High Level meetings of ICAO that will promote safety.

**Make a Solemn Appeal** to the International Civil Aviation Organization (ICAO), the United Nations Economic Commission for Africa (UNECA), the African Development Bank (ADB), and all Civil Aviation development partners to support the aviation safety programme of the African Union.

**Urge** African States and Regional Economic Communities (RECs) to foster cooperation in the air transport sub-sector.

**Adopt** the Plan of Action and Safety Targets annexed to this Declaration.

**Done and adopted in Abuja, Federal Republic of Nigeria on this 20<sup>th</sup> day of July 2012.**

**EX.CL/758(XXII)**  
**Annex 2**

**PLAN OF ACTION ON AVIATION SAFETY IN AFRICA**

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**PLAN OF ACTION ON AVIATION SAFETY IN AFRICA**

**PLAN OF ACTION ON AVIATION SAFETY IN AFRICA**

N°	Objectives	Activities and Actions	Sources of Indicators	Lead Institution	Structures Involved	Period
<b>A. IMPLEMENTATION OF POLICY, INTUITIONAL AND REGULATORY REQUIREMENTS</b>						
A.1	Ensure implementation of States' Safety obligations	<ul style="list-style-type: none"> <li>- Comply with ICAO Standards and Recommended Practices and implement the ICAO GASP and GANP</li> <li>- Implement judiciously personnel licensing, aircraft operations and airworthiness requirements</li> <li>- Ensure all five(5) phases of certification process are completed prior to issuance of Air Operator Certificate (AOC)</li> <li>- Notify ICAO of any differences between ICAO SARPs and National Regulations</li> <li>- Establish effective mechanisms to address ICAO State Letters and monitor compliance with ICAO SARPs;</li> <li>- Comply with the MOUs on ICAO USOAP and ICVM</li> <li>- Implement effectively and expeditiously the ICAO tailored action plans of States referred as having Significant</li> </ul>	AFCAC Reports on Partners Programmes and Initiatives	AFCAC	States, AFCAC, AUC, RECs, AFRAA, Partners	<ul style="list-style-type: none"> <li>- Continuous Action</li> <li>2013</li> <li>2017</li> <li>2015</li> </ul>

		<p>Safety Concerns (SSCs)</p> <ul style="list-style-type: none"> <li>- Implement expeditiously the correctives action plans to address deficiencies identified through ICAO audits;</li> <li>- Expedite certification of international aerodromes</li> </ul>				
A.2	<p>Establish and/or enhance effective civil aviation regulatory and oversight systems</p>	<ul style="list-style-type: none"> <li>- Review national civil aviation legislations (primary laws and regulations) in conformity with ICAO SARPs;</li> <li>- Establish and/or strengthen the autonomy of Civil Aviation Authorities with full regulatory powers of enforcement and oversight</li> <li>- Ensure functional separation of regulatory responsibilities from service provision</li> <li>- Ensure national CAAs are adequately funded and provided with statutory sustainable financial resources.</li> </ul>	AFCAC Reports	AFCAC	States, AUC, AFCAC, RECs	2013
A.3	<p>Ensure the implementation of the African Civil Aviation Policy (AFCAP)</p>	<ul style="list-style-type: none"> <li>- Review national and regional civil aviation policies and strategic documents to incorporate the provisions of AFCAP as well as alignment of National and Regional</li> </ul>	AFCAC Reports	AFCAC	States, AUC, AFCAC, RECs	2013

	Objectives and Strategies on Aviation Safety	regulations with AFCAP.  -				
A.4	Ensure the implementation of African Aviation Safety Targets	Implement all the High Level Safety Targets adopted by the Ministers and adhere to the agreed timelines.  In addition:  -Achieve a minimum of 10% annual reduction in AFI States' Lack of Effective implementations (LEIs) over a period of three years (2012-2013-2014) - A maximum of 2 years deadline (2012-2013) for the removal of all AFI States from the SSCs and MARB list of States - - Ensure that all African States reach the Safety maturity level 3 (more than 60% of ICAO SARPs effective implementation) by 2015	AFCAC Reports	AFCAC	States, AFCAC, AUC, RECs	- Immediate implementation and Annual Appraisal
A.5	Enhance Aviation Safety for sustainable Air Transport and Economic Development	- Establish effective monitoring and reporting mechanisms for African Ministerial resolutions, action plans and other Regional initiatives  -Establish synergy among ministries responsible for transport, trade, tourism, finance, economic	AUC Reports under IAIDA	AUC  AUC  STATES	STATES, AUC, RECs, AFCAC  AUC, RECs, States  States, AFCAC,	2012  Immediate implementation  -

		<p>development, international/foreign affairs, etc. at national and regional levels.</p> <p>-Ensure that aviation safety is given its due consideration in States' National Development Plans</p> <p>- Avail enabling environment to African airlines through the expeditious and full implementation of YD;</p> <p>- Establish a permanent mechanism of consultation to prevent the safety ban of African airlines;</p>		AUC AUC	<p>RECs, AFRAA</p> <p>States, AUC, AFCAC, RECs, AFRAA</p>	<p>Continuous Action</p> <p>2012</p>
A.6	Accede to and ratify relevant international air law instruments	<p>- accelerate the ratification of the Constitution of AFCAC;</p> <p>- ratify the Cape Town Convention and its Protocol to facilitate acquisition of modern aircraft fleet.</p>	AFCAC Reports	AFCAC	<p>States, AFCAC, AUC, RECs, Partners</p>	<p>2012</p> <p>2013</p>
<b>B. CAPACITY BUILDING</b>						
B.1	Enhance the effectiveness of national safety oversight functions	<p>-Train management staff of Civil Aviation Authorities to increase safety awareness;</p> <p>- Enhance the resolution of deficiencies observed during safety oversight and empower safety inspectors in this regard,</p> <p>-Avail adequate tools, facilities ,and resources to</p>	AFCAC Reports	AFCAC	<p>States, AFCAC, AUC, RECs, Partners</p>	<p>Continuous Action</p>

		<p>safety inspectors and key aviation personnel;</p> <ul style="list-style-type: none"> <li>- Ensure ethical professionalism and integrity of safety inspectors in safety oversight and effective resolution of observed deficiencies.</li> <li>- Contribute to post conflict or natural disaster reconstruction and development in concerned States</li> </ul>				
B.2	Improve sustainability of quality of inspections	<ul style="list-style-type: none"> <li>- recruit sufficient number of safety inspectors</li> <li>- Train adequate inspectors towards the attainment of sustainable capability including Government Safety Inspectors(GSI) training</li> <li>-Enhance motivational and remuneration scheme of inspectors and promote transparency in human resource management;</li> </ul>	AFCAC Reports	AFCAC	States, AFCAC, AUC, RECs, Partners	Continuous Action
B.3	Consolidate the synergy of regulations/harmonize operations criteria	<ul style="list-style-type: none"> <li>- Strengthen regional and sub-regional cooperation through definition of common criteria and harmonization of regulations</li> <li>- implement regional mechanisms to provide bilateral and multilateral assistance to states where necessary including Regional or sub regional</li> </ul>	AFCAC Reports	AFCAC	States, AFCAC, AUC, RECs, Partners	Continuous Action

		utilization of inspectors				
B.4	Enhance the capacities of regional and sub-regional organizations for safety oversight and Accident Investigation on	<ul style="list-style-type: none"> <li>- Expedite the establishment and full operationalization of RSOOs;</li> <li>- Strengthen and transform existing COSCAPs to RSOOs;</li> <li>- Expedite the establishment of Regional Accident Investigation Agencies (RAIAs) or similar initiatives.</li> </ul>	AFCAC Reports	AFCAC	States, AFCAC, AUC, RECs, Partners	2012-2014
<b>C. IMPLEMENTATION OF SAFETY INITIATIVES AND RECOMMENDATIONS</b>						
C.1	Ensure implementation of the Conclusions and Recommendations of the Special AFI RAN Meeting	<ul style="list-style-type: none"> <li>- Expedite the implementation of all recommendations and Performance framework and targets on safety and efficiency;</li> <li>- implement the follow up recommendations of APIRG and RASG Meetings</li> </ul>	AFCAC Reports	AFCAC	States, AFCAC, RECs, Partners	2012-2015  Continuous Action
C.2	Ensure the implementation of the AFI Plan	Collaborate with ICAO and AFCAC in the implementation of the work program of the AFI Plan	AFCAC Reports	AFCAC	States, AFCAC, RECs, Partners,	Immediate implementation
C.3	Ensure effective implementation of the AFI CIS	<ul style="list-style-type: none"> <li>- Sign the MOU on AFI CIS with AFCAC</li> <li>- Assist AFCAC in the establishment of pool of Inspectors through availing qualified personnel,</li> <li>- Establish an effective collaboration with AFCAC and the AFI-CIS personnel during</li> </ul>	AFCAC Reports	AFCAC	AFCAC, RECs, Partners	Immediate implementation  Continuous Action

		their intervention in the rectification of deficiencies during missions to States.				
C.4	Develop the harmonisation and standardisation of training Courses and Cooperation among African Aviation Training Institutions	<ul style="list-style-type: none"> <li>- Ensure that procedures, competency requirements and approval process of national aviation training centres are in line with international practices,</li> <li>- Collaborate with the Pan African aviation training initiatives</li> <li>- Establish capacity building at existing aviation training institutions in order to meet current and future needs of the aviation system</li> </ul>	AFCAC Reports	AFCAC	States, AFCAC, RECs, ATOs, Partners	2012-2015
C.6	Ensure implementation of safety initiatives by Industry stakeholders	<ul style="list-style-type: none"> <li>- Ensure continuous collaboration of States with industry, through the implementation of GASR, RASGs and RASTs, etc.</li> <li>- Ensure Airlines comply with IOSA requirements</li> <li>- Ensure that Airports take advantage of the ACI APEX Initiative</li> </ul>	AFCAC Reports	AFCAC	States, RECs, AFRAA, AFCAC, Partners	Continuous Action
<b>D. SAFETY MANAGEMENT AND ACCIDENT REDUCTION MEASURES</b>						
D.1	Ensure primary focus on the implementation of the basics of Safety Oversight	<ul style="list-style-type: none"> <li>- Enforce compliance of operators with licensing, aircraft operations and airworthiness regulations</li> <li>- Conduct frequent</li> </ul>	AFCAC Reports	AFCAC	States, RECs, AFCAC, AFRAA, Partners	Continuous Action

		<p>airline and ramp inspections</p> <ul style="list-style-type: none"> <li>- follow up on inspection reports and monitor of operators for rectification of defects</li> <li>- Timely eliminate SSCs and deficiencies identified during ICAO audits</li> </ul>				
D.2	Tackle emerging safety issues	Tackle top operational issues i.e. runway safety (runway incursion/excursion); CFIT, LOC, etc.	AFCAC Reports	AFCAC	States, RECs, AFRAA, AFCAC, Partners,	2015
D.3	Implement Safety Management Systems	<ul style="list-style-type: none"> <li>- Implement State Safety Programmes (SSP) and Regional Safety Programmes (RSP)</li> <li>- Ensure that all operators and Service Providers implement Safety Management Systems (SMS)</li> <li>- Establish Safety culture within the civil aviation system and create an enabling environment to promote and sustain just culture.</li> <li>- Implement mandatory and non-punitive voluntary reporting systems;</li> <li>- Ensure the timely capture, processing and analysis of safety</li> </ul>	AFCAC Reports	AFCAC	States, RECs, AFRAA, AFCAC, Partners,	2015

		<p>related data</p> <ul style="list-style-type: none"> <li>- Share safety data and information with strict adherence to ICAO code of conduct on protection of safety information</li> </ul>				
D.4	Ensure proper conduct of accident investigation	<ul style="list-style-type: none"> <li>- Implement independent accident investigation to guarantee impartial investigation and safety recommendations;</li> <li>- ensure timely publication of accident and incident reports and implementation of safety recommendations from accident investigation</li> </ul>	AFCAC Reports	AFCAC	States, RECs, AFRAA, AFCAC, Partners	Continuous Action

**EX.CL/758(XXII)**  
**Annex 3**

**AVIATION SAFETY TARGETS FOR AFRICA**

**AFRICAN UNION**

**الاتحاد الأفريقي**



**UNION AFRICAINE**

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**MINISTERIAL CONFERENCE ON  
AVIATION SAFETY IN AFRICA  
16 – 20 JULY 2012  
ABUJA, NIGERIA**

**AU/ MIN /AT/ Rpt. (IV)  
Annex 3**

**AVIATION SAFETY TARGETS FOR AFRICA**

## Aviation Safety Targets for Africa

### Improve African Aviation Safety Record

Progressively reduce the African accident rate to be in line with the global average by the end of 2015.

- i. Reduce runway related accidents and serious incidents by 50% by the end of 2015.
- ii. Reduce controlled flight into terrain (CFIT) related accidents and serious incidents by 50% by the end of Dec 2015

### Implement Effective and Independent Regulatory Oversight

- a. Establish Civil Aviation Authorities with full autonomy, powers and independence, sustainable sources of funding and resources to carry out effective safety oversight and regulation of the aviation industry (or delegate their responsibilities to RSOOs if justified) by the end of 2013
- b. As a matter of urgency, States resolve ALL Significant Safety Concerns created by a State in allowing the holder of an authorization or approval, to exercise the privileges attached to it without meeting the minimum requirements of the State and ICAO
  - i. Existing by 2013;
  - ii. Any newly identified within 1 year from identification.
- c. Establish timelines and provide resources for implementation for ICAO/State Plans of Action by 2013.
- d. Progressively increase the Effective Implementation (EI) score of ICAO's USOAP results to no less than 60% (35% of all African States by the end of 2013, 70% by the end of 2015 and 100% by the end of 2017).
- e. States to implement State Safety Programmes (SSP) and to ensure that all Service Providers implement a Safety Management System (SMS) by the end of 2015.
- f. Certify all International Aerodromes by the end of 2015.
- g. Require all African carriers to complete an IATA Operational Safety Audit (IOSA) by the end of 2015.

These commitments will demonstrate political will to improving Aviation Safety, paving the way for a significant announcement of progress by African community during the AFCAC Plenary in April/May 2013 and the ICAO Assembly in September/October 2013. These results will also demonstrate that the ICAO Comprehensive Regional Implementation Plan for Aviation Safety (AFI Plan) and the sustained and targeted assistance of international partners have produced tangible results.

**DRAFT**  
**DECISION ON THE REPORT ON THE MINISTERIAL CONFERENCE ON**  
**AVIATION SAFETY IN AFRICA**  
**Doc. EX.CL/758(XXII)**

**The Executive Council:**

1. **TAKES NOTE** of the Report on the Ministerial Conference on Aviation Safety in Africa held in Abuja, Nigeria, from 16 to 20 July 2012;
2. **COMMENDS** the Ministers Responsible for Air Transport for the timely implementation of the Executive Council Decision EX.CL/Dec.682(XX) regarding the holding of the Ministerial Conference on Aviation Safety in Africa which has successfully produced substantive output for the enhancement of aviation safety performance in Africa;
3. **ALSO ENDORSES:**
  - i) the Aviation Safety Targets and Action Plan for Africa as the continental framework for guiding Africa's aviation industry to meet the international Standards and Recommended Practices under the Convention on International Civil Aviation (Chicago Convention); and
  - ii) the Abuja Declaration on Aviation Safety in Africa which reflect the continent's commitment to the implementation of the African Civil Aviation Policy (AFCAP) including addressing aviation safety challenges that Africa is facing and continue to ensure seamless operation of aviation in Africa and with the other regions of the world.
4. **REQUESTS** the Commission to:
  - i) make available the endorsed documents to all Member States and other key stakeholders and to facilitate their smooth implementation within the framework of the Treaty establishing the African Economic Community (Abuja Treaty); and
  - ii) take all the necessary measures in collaboration with the Regional Economic Communities, specialised institutions, Member States and other stakeholders to speed up the implementation of the Aviation Safety Targets and Action Plan for Africa with a view to developing a strong and viable aviation sector in the continent.
5. **APPEALS** to the United Nations Economic Commission for Africa; the African Development Bank, the International Civil Aviation Organisation (ICAO), the European Union, the World Bank and other development partners to support the implementation of the Aviation Safety Targets and Action Plan for Africa and the Abuja Declaration on Aviation Safety in Africa; and
6. **REQUESTS** the Commission to submit periodic reports on the implementation of this Decision to the Executive Council.