

**EAST AFRICAN COMMUNITY
EAST AFRICAN LEGISLATIVE ASSEMBLY**



REPORT FOR THE COMMITTEE ON COMMUNICATION, TRADE AND INVESTMENT ON THE OVERSIGHT ACTIVITY TO ASSESS THE PROGRESS MADE BY CASSOA IN THE ENFORCEMENT OF AVIATION SAFETY AND SECURITY RULES AND REGULATIONS IN THE COMMUNITY

Laid on Table on 15/6/23
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Chair CT1

**Clerk's Chambers
EALA Headquarters, 3rd Floor.
EAC Headquarters
Arusha – TANZANIA**

15th June 2023

ACRONYMS AND ABBREVIATIONS

AFCAC	-	African Civil Aviation Commission
BASAs	-	Bilateral Air Services Agreements
CASSOA	-	Civil Aviation Safety and Security Oversight Agency
CRM	-	Crew Resource Management
CUTE	-	Common User Terminal Equipment
EAC	-	East African Community
ECQB	-	European Central question Bank (ECQB) East African Community
FIDS	-	Flight Information Display System
IATA	-	International Air Transport Association
ICAO	-	International Civil Aviation Organization
MOPs	-	Manager Flight Operations
MAIW	-	Manager Airworthiness
PAGAO	-	Principal Aerodromes and Ground Aids Officer
PANSO	-	Principal Air navigation Services Officer
PASO	-	Principal Aviation Security Officer
PPELO	-	Principal Personnel Licensing Officer
RSS	-	Republic of South Sudan
SSP	-	State Safety Programme
SASO		SADC Aviation Safety Organisation
USOAP	-	Universal Safety oversight Audit Programs
EASA	-	European Aviation Safety Agency

- BAGASOO** - Banjul accord Group safety Oversight Organisation
- USOAP** - Universal Safety Oversight Audit Programme
- USAP** - Universal Security Audit Programme
- RSOO** - Regional Safety Oversight Organisation
- GASOS** - Global Aviation Safety Oversight System
- FCL** - Flight Crew Licensing
- AMEL** - Aircraft Maintenance Engineers licensing
- ATC** - Air Traffic Control

1.0 INTRODUCTION

The East African Legislative Assembly (EALA) is one of the Organs and Institutions of the East African Community established under Article 9 of the Treaty for the Establishment of the East African Community. Under the Treaty, the EALA Rules of Procedure and other applicable laws of the Community, the Assembly is mandated to exercise three cardinal functions: legislation, oversight and representation in respect of all matters pertaining to the EAC Integration agenda. The Assembly, to the largest extent exercises its oversight function through its committees.

It was against the above background that the Committee on Communication, Trade and Investment undertook an oversight activity to assess the progress made by CASSOA in the enforcement of aviation safety and security rules and regulations in the Community. This activity took place at the headquarters of CASSOA in Entebbe, Uganda from 5th – 8th March 2023.

2.0 BACKGROUND

Under Article 92 (1) of the Treaty for the Establishment of the East African Community, the Partner States undertook to harmonize their policies on civil aviation and to promote the development of safe, reliable, efficient and economically viable civil aviation with a view to developing appropriate infrastructure, aeronautical skills and technology, as well as the role of aviation in support of other economic activities.

The Treaty also enjoins Partner States to take necessary steps to adopt common policies for the development of civil air transport in the Community in collaboration with other relevant international organizations including the African Civil Aviation Commission (AFCAC), the African Airlines Association (AFRAA), the International Air Transport Association (IATA), and International Civil Aviation Organization (ICAO).

The aviation industry plays a vital role in achieving sustainable growth and development in East Africa. The expansion of air services is required for the development of a more diversified export base across the continent. Improvements in the air transport infrastructure would go a long way and help to raise living standards and lessen poverty in Africa by lowering transport costs, supporting more rapid economic growth and increasing personal mobility.

Air transport can open and connect markets, facilitating trade and enabling African firms to link into global supply chains. Improving air connectivity can also support the rise of productivity by encouraging investment and innovation as well as improving business operations and efficiency. Air transport is indispensable for tourism, where convenient air service facilitates the arrival of larger numbers of tourists to a region or country.

Infrastructure i.e., Airports and air-traffic management is essential to the growth and functioning of air transport services. In many African countries, more than elsewhere in the world, infrastructure inefficiencies coupled with limited competition are making market access both difficult and expensive. In addition, safety issues are a source of concern, particularly given the prospective growth in demand for air services.

Whereas many air markets between Africa and outside of Africa have been liberalized, to a significant extent, most intra-African aviation markets remain largely closed, subject to restrictive bilateral agreements. This limits the growth and development of air services.

Recognizing that the above restrictive arrangement was limiting growth, many African nations adopted the Yamoussoukro Decision in 1999. This agreement committed the 44 signatory countries to deregulating air services and to promoting regional air markets opening to transnational competition. However, the implementation of this agreement has been slow and limited, and thus the potential benefits of liberalizing intra-African air markets remain largely unrealized. (***World Bank report on mobility and transport connectivity series Policy Note – 2022***)

The 18th Sectoral Council on Transportation, Communication and Meteorology held on 6th – 10th February 2023 considered among others, the regulations for liberalization of Air Transport Services in the EAC and the mechanism of harmonization and domestication of regulatory framework which includes Civil Aviation Policy, Civil Aviation Economic Regulation, Competition Regulation, Disputes Settlement Regulation and Consumer Protection Regulation.

3.0 METHODOLOGY

During the oversight activity, the Committee:

- i) Interacted with the management of the CASSOA.
- ii) Received presentations from the management of CASSOA on the subject matter.
- iii) Analysed the relevant literature pertaining to the Aviation industry in the EAC region.
- iv) Interacted with officials from the Uganda Civil Aviation Authority.
- v) Undertook a site visit to assess the progress made in the expansion of Entebbe International Airport; and
- vi) Drafted and considered the activity report.

4.0 ORGANIZATIONAL SETUP, MANDATE, AND PROGRAMES OF CASSOA

(i) Establishment of CASSOA

The East African Community Civil Aviation Safety and Security Oversight Agency (CASSOA) was established by the EAC Council of Ministers on 18th April 2007 following the signing of the Protocol on Establishment of the East African Civil Aviation Safety and Security by the three founder Partner States. The Institution is also governed by an Act of the Community – the CASSOA Act of 2009. CASSOA started operations on 1st June, 2007 as an autonomous self-accounting institution of the EAC. It was thereafter formally launched on 18th June, 2007 during the 5th Extra-Ordinary Summit of EAC Heads of State held in Kampala, Uganda.

The Agency was established to promote the safe, secure and efficient use and development of civil aviation within and outside the Partner States. The Agency is tasked to assist, support and advise the Partner States in their endeavor to meet their safety and security oversight obligations and responsibilities under the Chicago Convention and its annexes.

(ii) Functions of CASSOA

They include the following:

1. Harmonizing operating regulations to ensure that they meet international standards and recommended practices;
2. Monitor and provide input to the formulation of ICAO SARPs;
3. Developing standardized procedures for licensing, approving, certificating and supervising civil aviation activities;
4. Providing guidance and assistance to Partner States including putting in place measures for resource sharing particularly for the technical personnel;
5. Assist Partner States to meet or comply with ICAO SARPs; and
6. Evaluate the status of aviation safety and security in the Partner States.

(iii) Membership and Organizational set up

1. Membership to CASSOA is determined by being a party to the EAC Treaty and acceding to the Protocol; and
2. The Republics of Burundi, Kenya, Rwanda, South Sudan, Uganda, and The United Republic of Tanzania are members of CASSOA However, Democratic Republic of Congo is yet to join.

The Structural setting of CASSOA include:

1. The Board.
2. The Secretariat.
3. Other organs and officers as the Board may consider necessary (Technical Committees, Working Groups, officers). The Board reports to the Council of Ministers.

(iv) Mandate

The Agency derives its mandate from Article 92 of the Treaty for the Establishment of the East African Community. The Agency is mandated to assist Partner States undertake their Safety and Security Oversight obligations in line with the Convention on the International Civil Aviation Organization which is composed of 19 Annexes containing the basic standards and recommended practices (SARPs) of international Civil Aviation ***(attached Annex I)***.

It is also worth noting that CASSOA is a level 1 Regional Safety Oversight Organization for the EAC. Level 1, which is Advisory, and the coordinating function which Level 2 is Operational assistance functions. State Civil Aviation Authorities retain the final approving authority.

(v) CASSOA Programs/Activities

1. Technical Assistance to the Partner States is undertaken in preparation for ICAO safety, and security Audits and development of Corrective Action Plans;
2. Development, review and amendment of model EAC Primary Civil Aviation Act and Aircraft Accident and Incident Investigation Act;
3. Inspectors from Partner States facilitate the activities of the Agency in regular Working Group Meetings;
4. Interaction with Partner States through the Civil Aviation Authority;
5. The Technical Committees review the activities conducted by the Working Groups and makes recommendations to the Board for consideration and approval as appropriate, on quarterly basis;
6. Technical Assistance is rendered to the Partner States to establish and maintain State Safety Programmes (SSP);
7. Development, Review and Amendment of Model EAC Civil Aviation Regulations; and
8. Development, Review and Amendment of Technical Guidance Materials.

(vi) Major Ongoing Projects being implemented by CASSOA

1. Implementation of EU-Africa Safety in Aviation (EU-ASA) Project funded by European Union and coordinated by European Aviation Safety Agency (EASA) ***(attached Annex II)***;
2. Enhancement of the EAC Examinations System for Aviation Personnel thus the FCL, AMEL, and ATC. This is an ongoing activity. Every year CASSOA purchases new examination questions from various aviation colleges from Europe like

- European Central question Bank (ECQB) and aviation Exams among others. CASSOA, then domesticates the exams for use;
3. Implementation of a Project on common licensing system funded by EAC States through Civil Aviation Authorities. This project aims at developing a framework for implementing the mechanism of improving the mobility of licensed personnel at regional level;
 4. The establishment of the South Sudan civil aviation state safety and security oversight system. This is now at 25% since it started in 2022 and it's a 3-year programme;
 5. Enhanced cooperation and collaboration agreements with global civil aviation organizations such as International Civil Aviation Organization (ICAO) African Civil Aviation Commission (AFCAC), African Union Commission (AUC), The Banjul Accord Group Aviation Safety Oversight Organization (BAGASOO), European Union Air Safety Agency (EASA) and Regional Safety Oversight Organizations for Global Aviation Safety (RSOOs);
 6. Operationalisation of the Centre for Aviation Medicine in Nairobi, Kenya;
 7. Implementation of the Regional safety Oversight Organization (RSOO) Cooperative Platform and Global Aviation Safety Oversight System (GASOS) initiatives with ICAO Headquarters, Montreal – Canada;
 8. Aerodrome Certification Project, by ICAO providing Technical Assistance to some of the Partner States during their Aerodrome Certification Process; and
 9. Assistance to Partner States undergoing the ICAO USOAP and USAP in the current year that is Uganda and Tanzania.
 10. Implementation of the project on Automatic Validation of personal licenses to enable the movement of skills in aviation within the Region in line with the Common Market Protocol.

(vii) Achievements

The Committee was informed that since its inauguration, the Agency has recorded the following key achievements:

1. There has been improvement in the area of Aviation Medicine seeing the number of DME's in the Community rise from 15 in 2011 to over 36 in 2022 and Medical Assessors from existing in only one (1) to four (4) Partner States.
2. Improved levels of effective implementation amongst Partner States of Safety and Security Oversight system which is above the global average of 60%.
3. Developed model of EAC Primary Civil Aviation Legislation for adoption and promulgation by Partner States.
4. Developed model EAC Regulations for adoption and promulgation by Partner States. These are meant to set out the orderly development and harmonization

of civil aviation practices in Partner States. Owing to the changing nature in the aviation industry due to the fast development of technologies, CASSOA has been updating the regulations to keep them relevant and applicable.

5. Developed model EAC technical guidance materials for adoption and promulgation by Partner States.
6. Pooling of resources such as sharing of inspectors within the Region.
7. Sustained Stakeholders engagement at Regional and Global levels through regional symposia.
8. Enhanced capacity building among Partner States through inspector training system (ITS). Regular trainings are undertaken in various Partner States to enhance the skills of staff of the various EAC aviation agencies.
9. Harmonized Regional Roadmap for implementation of State Safety Programmes/Safety management system.
10. Enhanced collaboration with global organization such as ICAO, EASA, AFCAC, SASO, and BAGASSOO.
11. Aerodrome Certification Project, by ICAO provided Technical Assistance to some of the Partners States during their Aerodrome Certification Processes.

(viii) Challenges

The Executive Director informed the Committee that, Institution has been facing the following challenges:

1. Decline in revenues from Partner States attributed to Covid-19 pandemic which led a decrease in civil aviation activities in the Partner States. Recovery is not yet at 100% of pre-pandemic activity levels.
2. A limited mandate that does not allow enforcement of harmonized standards in the Region.
3. Inability to attract and retain staff. There is a high staff turnover at the Agency due to uncompetitive remuneration in the staff terms and condition of services compared to the aviation industry.
4. Delayed implementation of harmonized standards by Partner States caused by diverse bureaucratic processes to enact, promulgate or approve the developed documents for implementation in the Partner States.
5. Scarcity of aviation experts in the region leading to understaffing in some CAAs. Thus, compromising the levels of oversight required to ensure aviation safety and security in the Region.
6. Decline in oversight capabilities and compliance to aviation standards among Partner States because of COVID related measures.
7. Delayed liberalization of air transport services in the Region making air transport expensive.
8. Lack of adequate Accident Investigation Capacity (AIG) in the Region - AIG is the worst performing audit area in USOAP.

5.0 ENFORCEMENT OF AVIATION SAFETY AND SECURITY REGULATIONS IN THE REGION

In a bid to ensure compliance of aviation safety and security rules and regulations in the Community, the Executive Director informed the Committee that CASSOA has undertaken the following measures:

i) Harmonized operating regulations to ensure they meet international standards and recommended practices.

CASSOA harmonized the Civil Aviation Safety and security regulations among the EAC Partner States. The model EAC (Civil Aviation) Acts and Regulations were developed and have been disseminated to Partner States for use. It's only the Republic of South Sudan (RSS) that has not yet undertaken the International Civil Aviation Organization (ICAO) and the Universal Safety oversight Audit Programs (USOAP) audits. In addition, CASSOA has been supporting the processes to ensure that Partner States pass the ICAO audits.

The Committee was informed that attempts by Partner States to establish a regional accident and investigation agency that deals with aviation accidents and incidents have not been successful. As such, the region does not have a regional coordinator for handling and investigating aviation accidents and accident capabilities as and when they occur.

(ii) Developed standardized procedures for licensing, approving, certificating, and supervising civil aviation activities

CASSOA developed and harmonized procedures and policies for oversight functions in civil aviation in the region including certification and licensing of operations and personnel. Model EAC technical guidance material procedures and manuals were developed and were disseminated to Partner States for use.

(iii) Providing guidance and assistance to Partner States including putting in place measures for resource sharing particularly for technical personnel

CASSOA has been pooling resources and expertise in EAC Partner States. In addition, it has established and implemented among the Partner States a civil aviation safety inspector's programme. A Memorandum of undertaking with the civil aviation authorities was reached. A Procedures manual was developed which spelt out modalities for sharing of Civil Aviation Safety Inspectors within in EAC Partner States.

However, the Committee was informed that resource constraints at CASSOA and in the Partner States aviation agencies affects the agents' capabilities to keep the technical staff in the Partner states with required skills.

(iv) Centre for Aviation Medicine

As part of harmonizing and improving safety and oversight in the aviation sector across the EAC, Partner States took part in the Universal Safety Oversight Audit Programme (USOAP) of the International Civil Aviation Organization (ICAO). The Programme identified shortcomings in the implementation of ICAO Standards and Recommended Practices (SARPs) within the Region in relation to Designated Medical Examiners (DMEs), and use of Medical Assessors.

As a result, there was an acknowledgement for Civil Aviation Authorities to have access to an Aviation Medicine Centre that would assist to guide and train aviation medical assessors in ICAO SARPs compliance. The center will:

1. develop and implement regional partner states mission schedules for evaluation of the status of aviation medical related Standards and provision of Corrective Action Plans to close the identified gaps and
2. Review / evaluate Aviation Medicine related regulations, policies, and standardized technical guidelines.

Arising from the above, the Council approved the establishment of the EAC Centre for Aviation Medicine which became functional in February 2014 in Entebbe at the CASSOA Headquarters but was later reallocated to Nairobi, Kenya where the Government of the Republic of Kenya donated 4 acres of land at Jomo Kenyatta International Airport.

The Committee noted that CASSOA management and the Republic of Kenya are yet to conclude on the internal consultations and approve the Host Agreement to enable the full operationalisation of the Centre. Following the approval USD 398,194 by the Council, CASSOA was able to procure and install medical equipment, ICT equipment and furniture at the Centre.

(v) Primary Law

Partner States are signatories to the ICAO Chicago Convention that establishes rules of airspace, aircraft registration and safety. The Convention also details the rights of the signatories in relation to air travel and exempts air fuel from tax requires.

Each Partner State is required to enact its Primary Legislation to govern her Civil Aviation Activities. This provides for promulgation of regulations relating to respective aviation activity. The regulations are thereby developed and harmonized jointly under the support of CASSOA.

The Committee was informed that the primary legislations for Burundi and South Sudan are currently undergoing the amendment process.

6.0 AIR TRANSPORT CHARGES, FEES, AND TAXES IN THE REGION

Each EAC Partner State has put in place a regulatory framework governing the air transport services sector. The framework provides the applicable regulatory fees and charges for air transport services, which explains the different formulae and charge rates for air transport services in the region.

(i) Air Navigation Charges in EAC Region

According to the information the Committee received from the EAC Secretariat, below is a comparison of Air Navigation Charges for a flight operated in a B737 with a Maximum Take-off Weight (MTOW) of 70tons, operating 185km based on applicable formula.

Table 1

S/n	States	Total Charge (USD)
1	Republic of Burundi	53
2	Republic of Kenya	218
3	United Republic of Tanzania	140
4	Republic of Rwanda	100
5	Republic of Uganda	125
6	Republic of South Sudan	-
7	Democratic Republic of Congo (DRC)	-

(Source: AFRAA 'Air Navigation Charges in Africa' Nov. 2020)

(ii) Taxes and fee paid by passenger on international departure in EAC Airports (i.e., including passenger service charges, Security fee, and safety fee etc)

Table 2

S/n	Partner States	Charges (USD)
1	Republic of Burundi	40
2	Republic of Kenya	50
3	Republic of Rwanda	50
4	United Republic of Tanzania	54
5	Republic of Uganda	57
6	Republic of South Sudan	-
7	Democratic Republic of Congo	77

(Source: AFRAA 'Air Navigation Charges in Africa' Nov. 2020)

(iii) Comparison of Air Navigation charges in East Africa. The charges are calculated for a flight operated in a B737 with an MTOW of 70 tons operating a distance of 500 nm.

Routing	En-route charges	Terminal	VSAT	Total
Republic of Burundi	53.0	53.0	9.6	115.6
Republic of Kenya	366.2	50	10.0	426.2
Republic of Rwanda	100.0	-	8.0	108.0
United Republic of Tanzania	235.0	-	9.6	244.6
Republic of Uganda	125.0	-	10.0	135.0
Republic of South Sudan	-	-	-	-
Democratic Republic of Congo	526.2	110.2	9.6	646.0
Average	628.7	30.5	8.1	239.3

(Source: AFRAA 'Air Navigation Charges in Africa' Nov. 2020)

According to the table above, the average amount of air navigation charges in East Africa is USD 239.3. This includes an average USD 628.7 for En-route charges, USD 30.5 for terminal charges and USD 8.1 for communication which makes air transport in the region very expensive and less affordable.

(iv) Harmonization of Regulatory Fees and Charges

Anchored under article 92 of the treaty and article 38 of the Protocol on the Establishment of the East African Community Common Market. Partner States are currently carrying out national consultations with relevant air transport stakeholders (i.e., Ministry responsible for Civil Aviation, Revenue Authorities, Civil Aviation agents, consumer consultative council etc.) to develop mechanism for harmonizing air transport charges, taxes and fees within the region. The objective is to create a fair level playing field, enhance competition and boost air transport demand in the region.

(v) Converting Air Transport Charges across EAC Region from International to Domestic category

In the spirit of Common Market, the air traffic movements (Passengers, Cargo and Aircraft) within the EAC region should be converted from International to domestic category to attract domestic applicable charge rates, which will eventually lower the costs of air transport services in the region. Currently partner states are carrying out national consultations with relevant air transport stakeholders on the mechanism to convert EAC air transport charges from *international category* to *domestic category charges for traffic movement across the EAC Partner States*. This will significantly lower passenger airfares, lower tariffs on aircraft and cargo movements.

7.0 INFRASTRUCTURE AND FACILITIES OF ENTEBBE INTERNATIONAL AIRPORT

There are impressive and ongoing progress on the expansion and upgrade of airports physical infrastructure and air navigation facilities of major airports within the region. The strategy has enhanced physical accessibility of airports; enhanced capacity; safety, security and quality of facilitation for air transport services in general. The 4th EAC Heads of State Retreat held in February 2018 adopted programme on the implementation of Priority Airport Projects. This was a flagship programme where the EAC Secretariat and Partner States continue mobilizing fund resource to support the Priority Airport Projects.

In line with that while, the Government of Uganda developed a 20-year National Civil Aviation Master Plan covering the period up to 2033, which was cover in the Uganda Vision 2040. The Master Plan covers Entebbe International Airport and other airfields in the country.

The project for the upgrade and expansion of Entebbe International Airport is critical to the development of the air transport industry in light of the growing passenger and cargo traffic figures. While Entebbe International Airport handled 118,000 international passengers in 1991 at Uganda Civil Aviation Authority's (UCAA) establishment, the Airport handled 1.8 million passengers in 2019. The passenger traffic growth trend was only halted in 2020 when the figure reduced to 565,541 owing to the effects occasioned by the COVID-19 pandemic. The revival and commencement of flights by the national airline, and other new air operators like Air link and Air Arabia are expected to further grow the traffic in subsequent years, and promote the country's tourism potential.

In terms of cargo, Entebbe handled 6,600 metric tonnes of cargo in 1991, 59,720 metric tonnes in 2020, 64,000 metric tonnes in 2021 and 61,000 metric tonnes in 2022. Uganda's major exports include fresh produce, including fish, flowers, vegetables and fruits, which are consumed by markets in Netherlands, Belgium and the Middle East.

The new cargo Centre with capacity to handle 100,000 metric tonnes annually is aimed at addressing this demand. Cargo operations have shifted to the new facility.

The overall project for upgrade and expansion of Entebbe International includes, among others;

1. Strengthening of the main runway 17/35 and associated taxiways;
2. Strengthening and rehabilitation of the alternative Runway 12/30 and the associated taxiways;

3. Rehabilitation of Aircraft Parking Apron 4 and Reconstruction of Aircraft Parking Apron 2;
4. Expansion of the main Aircraft Parking Apron 1; and
5. Construction of a new Terminal building is currently ongoing in the area where cargo operations were previously undertaken. Annual capacity of the current terminal facilities will then increase from 2 million passengers a year to at least 3.5 million passengers by July 2024.
6. Re-modified the current terminal to create more room for departing passengers.
7. Installation of High Frequency (HF) Radio system for the Rescue Coordination Centre at Entebbe International Airport. This facilitates the provision of Search and Rescue Services to aircraft in need of the services within the Flight Information Region (FIR); and
8. The Non-Directional Beacon (NDB) at Port Bell Luzira has been installed and installed new Distance Measuring Equipment at Entebbe.
9. Air Traffic Management system has undergone various system improvements and upgrades as follows;
 - (a) Air Traffic Management (ATM) has made a transition from conventional navigation using ground aids to the use of satellite-based navigation. Since 2020, arrival and departure procedures in Entebbe are based on the Global Navigation Satellite System (GNSS), which has improved the safety, efficiency and capacity of the Ugandan airspace; and
 - (b) Due to the ATM improvements above, UCAA has been able to implement free routing airspace within the Entebbe Flight Information Region.
10. Modernization and automation of the Airport was commissioned in September 2022. It came with a new Terminal Operations Control Centre erected by Korea International Cooperation Agency (KOICA) as part of a USD 9.5 Million grant by the Government of South Korea. The project also delivered the following:
 - (a) A Computerized Maintenance Management System (CMMS);
 - (b) Airport Operational database (AODB) system;
 - (c) Implementation of ATS Message Handling System (AMHS);
 - (d) Improvement of Flight Procedures efficiency through Air Traffic Management; and
 - (f) Capacity building, including training of Ugandans in Korea.

The CAA Amendment Act, 2019 was assented to and published in the Uganda Gazette as CAA Act No. 7 of 2019. Most of the amendments were aimed at ensuring harmonization of Uganda's regulations and practices with the universal practice across the globe. Similarly, Parliament of Uganda considered and approved amendment of the

tax regulations and removed Value Added Tax (VAT) from the Passenger Service Charge in 2022. This is expected to make the passenger ticket cheaper by about USD 7.

Other major achievements recently accomplished by the Authority include the following:

1. ISO 9001:2015 Quality Management Systems (QMS) Certification of UCAA and Entebbe International Airport for a period of three years up to 2024 following compliance of requirements set up by United Kingdom Accreditation Services (UKAS)
2. Implementation of the new Electronic Government Procurement System (eGP) which went live in November 2020. UCAA was one of the ten pilot entities;
3. Instrumental in the process for inclusion of the Uganda Airlines Airbus A330-800 neo aircraft fleet on the airline's Air Operator Certificate;
4. Approval of additional Aviation Training Organizations (ATOS), including Bar Aviation Academy, Kubis Aviation Academy and additional training programmes by Morea. The number of Approved ATOs is now 9; and
5. Provision of necessary support to the Ministry of Works and Transport in the establishment of an Accident and Incident Investigation unit.

8.0 OBSERVATIONS AND RECOMMENDATIONS

(i) Delayed funding

The Committee noted that the delayed remittance of funds to the Agency has continued to affect the implementation of the key planned activities and reduced activities on oversight and safety. Non-remittance is a breach of Regulation 25(4) of CASSOA Financial Rules and Regulations 2013, which enjoins Partner States to make their financial obligations by remitting the first instalment within the first three months of the financial and the second by January of the same financial year.

Status of Contributions by Partner States to CASSOA as at 5th March 2023

Partner State	Arrears	Contribution Due FY 2022/23	Contributions Paid FY2022/23		Total Outstanding
1. Republic of Burundi	98,830	448,793	-	0%	547,623
2. Republic of Kenya		448,793	448,793	100%	0
3. Republic of Rwanda		448,793	448,793	100%	0
4. United Republic of Tanzania		448,793	316,195	70%	132,598
5. Republic of Uganda		448,793	448,793	100%	0
6. Republic of South Sudan	1,234,802	448,793	-	0%	1,683,595
Total	1,331,632	2,692,758	1,438,178	53%	2,363,816

The Committee was informed that the DRC had confirmed receipt from the Secretariat the demand notes for the budgetary contribution for financial year 2022/2023 and was processing her contribution.

The Committee recommends to Assembly to urge the Council of Minister to ensure that Partner States meet their financial obligations to CASSOA to enable the Agency implement its planned activities.

(ii) Failure to harmonise air transport policies

The Committee noted that at the time of undertaking the oversight activity, the Partner States had not yet harmonized the air transport policies. The processes of harmonizing have been characterized by various national interests, which still pose a challenge to the realization of this policy.

The Committee recommends to Assembly to urge the Council of Minister to expedite the harmonization of air transport policies as per their commitment under the Treaty.

(iii) Delayed Enactment of the Civil Aviation Act

The development of the State safety oversight system entirely depends on the enactment of the Civil Aviation Act and the subsequent promulgation of the Civil Aviation Regulations. However, the Committee noted that the Republic of South Sudan and the Republic of Burundi were yet to enact this critical piece of legislation.

The Committee recommends to the Assembly to urge the Council of Ministers to urge the Republics of South Sudan and Burundi to expedite the enactment of the Civil Aviation Act to enable the establishment of a strong state safety oversight system.

(iv) Cost of Air fares

The cost of air travel within the region is still very high and less affordable. The high taxes, charges and fees that affect ticket cost are high in the EAC region and such taxes, charges and fees include import duty, railway development levies, passenger services, value added tax, landing, parking and navigation charges. There is need to explore strategies to make airfares affordable.

The Committee recommends to the Assembly to urge the Council of Ministers to urge the Partner State to finalize national consultations on having a harmonized air tax/fee regime.

(v) Center for Aviation Medicine (CAM)

It was noted that the construction of the Centre for Aviation Medicine in Nairobi was completed and will be handed over to the CASSOA as soon as the Host Agreement between the Government of the Republic of Kenya and the East African Community is concluded. The negotiation of the Agreement was concluded in November 2022 and the draft agreement is now with the responsible Ministry in Kenya for finalization and submission to the Cabinet for approval prior to signing at a date to be determined.

The Committee recommends to the Assembly to urge the Council of Ministers to urge the Republic of Kenya to expedite the approval of the host Agreement to enable full operationalisation of the Centre for Aviation Medicine.

9.0 CONCLUSION

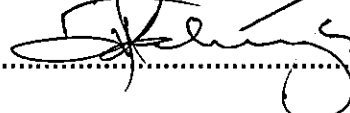
The Committee commends CASSOA for the progress made in executing its mandate of assisting Partner States in undertaking their safety and security obligations in the civil aviation industry, challenges notwithstanding. However, unless immediate and concrete steps are undertaken by the EAC Partner States to liberalise the Air Transport Services in the Community and a clear mechanism of harmonization and domestication of the EAC air space is instituted, the potential benefits of liberalizing intra-African air markets will not be realized.

**REPORT OF THE COMMITTEE ON COMMUNICATION, TRADE AND INVESTMENT
TO ASSESS THE STATUS OF INSTITUTIONAL DEVELOPMENT OF CASSOA AND
THE LEVEL OF ENFORCEMENT OF SAFETY AND CIVIL AVIATION RULES AND
REGULATIONS IN THE EAC REGION IN ENTEBBE FROM 5TH TO 8TH MARCH,
2023.**

1. Hon. Shahbal Suleiman said Saleh


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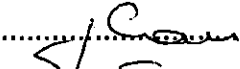
2. Hon. Kakooza James


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3. Hon. Karerwa Mo-mamo

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4. Hon. kezimana Cathy


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5. Hon. Ntisezerana Gabriel


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6. Hon. Ewanga is'ewanga Iwoka JB


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7. Hon. Masirika Nganiza Dorothée


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8. Hon. Mundela Mbombo Joseph


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9. Hon. Iman Falhada Dekow


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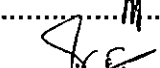
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11. Hon. Musamali Paul Mwasu

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12. Hon. Rutazana Fancine


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13. Hon. Nyiramana Aisha


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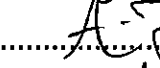
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15. Hon. Dr. Leonardo Anne Itto


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16. Hon. Sadia James Sebit


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17. Hon. kizigha Angela Charles


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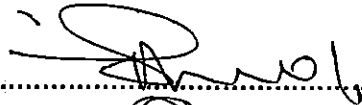
18. Hon. Millya James Kinyasi


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19. Hon. Nadra Juma Mohamed

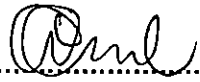

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20. Hon. Akol Rose Okullu



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21. Hon. Gai Deng



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ANNEX I

Annex No	THE BASIC STANDARDS AND RECOMMENDED PRACTICES OF INTERNATIONAL CIVIL AVIATION
1	Personnel Licensing
2	Rules of the Air
3	Meteorological Service for International Air Navigation
4	Aeronautical Charts
5	Units of Measurement to be used in Air and Ground Operations
6	Operation of Aircraft
7	Aircraft Nationality and Registration Marks
8	Airworthiness of Aircraft
9	Facilitation
10	Aeronautical Telecommunication
11	Air traffic Services
12	Search and Rescue
13	Aircraft Accident and Incident Investigation
14	Aerodromes
15	Aeronautical Information Services
16	Environment Protection
17	Security
18	The Safe Transport of Dangerous Goods by Air
19	Safety Management



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ANNEX II

This action is financed by the European Union

ANNEX 3

of the Commission Implementing Decision on the Annual Action Programme 2017
of the DCI Pan-African Programme

Action Document for EU-Africa Safety in Aviation

1. Title/basic act/ CRIS number	EU-Africa Safety in Aviation CRIS number: DCI/PANAF/040-401 financed under the Development Cooperation Instrument			
2. Zone benefiting from the action/ location	Pan-African The action shall be carried out at the following location: Africa			
3. Programming document	Multi-Annual Indicative Programme 2014-2017 for the Pan-African Programme			
4. Sector of concentration/ thematic area	Strategic area 4: Sustainable and inclusive development and growth and continental integration Component 4: Infrastructure Component 1: Continental integration	DEV. Aid: Yes ¹		
5. Amounts concerned	Total estimated cost: EUR 5 000 000 Total amount of EU budget contribution EUR 5 000 000			
6. Aid modality and implementa- tion modality	Project Modality Indirect management with an EU specialised agency (European Aviation Safety Agency (EASA))			
7 a) DAC code(s)	21010 – Transport Policy and Administrative Management			
b) Main Delivery Channel	10000 – Public Sector Institutions			
8. Markers (from CRIS DAC form)	General policy objective	Not targeted	Significant objective	Main objective
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Aid to environment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality (including Women In Development)	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Trade Development	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, Maternal, New born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

¹ Official Development Aid is administered with the promotion of the economic development and welfare of developing countries as its main objective.

	RIO Convention markers:	Not targeted	Significant objective	Main objective
	Biological diversity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
9. Global Public Goods and Challenges (GPGC) thematic flagships	Not applicable			
10. Sustainable Development Goals (SDGs)	Main SDG Goal: 9 Secondary SDG Goal: 8			

SUMMARY

In Africa, the aviation industry is vital for socio-economic development, international trade, tourism and regional integration. It is particularly important due to the size of the continent and physical barriers such as deserts, tropical forests and mountains and the limited land-based transport network.

The action is in line with the Roadmap adopted at the 4th Africa-European Union (EU) Summit (§47). The corresponding result in the Multi-Annual Indicative Programme 2014-2017 is the improvement in civil aviation safety and efficiency through better navigation systems: deployment of satellite navigation systems, certification and exploitation. This should contribute to improved safety, air transport cost reduction and lower carbon emission.

This action will contribute to improve aviation safety in Africa in particular by developing the capacity of the Regional Safety Oversight Organisations (RSOOs). This capacity building will be done via the development of harmonised regulations, common oversight processes and training.

Enhancing aviation safety at a regional level will contribute to growth and continental integration. Apart from in some specific countries, deploying efforts at national level would have very little chance of promoting harmonisation of civil aviation regulations and safety oversight practices across the continent. On the contrary, harmonising civil aviation regulations and safety oversight practices at a sub-regional level, will multiply the chance of reaching common references across groups of countries and increase fair competition and enable the reduction of transport cost and boosting of intra-African trade.

1 CONTEXT

1.1 Sector/Country/Regional context/Thematic area

On average from 2005-2015, Africa has experienced impressive economic growth, with an annual average real Gross Domestic Product (GDP) increase of 5.6%. This has not only been driven by favourable commodity prices but has also involved countries that do not possess significant natural resources. This dynamism should continue since Africa's GDP is expected to double by 2030. With 30 million km² of land, making Africa the second biggest continent, the subsoil is a tremendous asset. Demography is also dynamic. Today, 16% of the world's population lives in Africa. By around 2030, 1 person in 4 will be African and by the end of the 21st century, 4 out of 10.

However, despite the fact that Africa is the second largest continent, it accounts for only 3% of the world's air traffic. Most goods and services are moved by surface transport modes. The potential of air transport in Africa is undeniable, but to realise this full potential there are many challenges to overcome.

The number of passenger flights in Africa is predicted to grow significantly and cargo will become an increasingly important part of African aviation activities. The Secretary General of Airports Council International (ACI) has predicted that the aviation industry in Africa will grow by 3.9% per annum through to 2020, compared to a world average of 3.4%, whilst cargo volumes are expected to grow at an even higher rate of 5.9% per year to 2020. This was also supported by an IATA report in May 2016 which put Africa as one of the fastest-growing aviation regions over the next 20 years, with annual expansion averaging nearly 5%.

The aviation sector is vital for socio-economic development, international trade, tourism and regional integration. It is particularly important due to the size of the continent and physical barriers such as deserts, tropical forests and mountains and the limited land-based transport network. The expansion of air services is a necessary precondition for the development of Africa's economy and export base as well as the expansion of tourism to the region. This will not be possible without a safer aviation sector.

At the same time, it is recognised that Africa is still lagging behind in terms of international aviation safety standards. The African region accounts for only 3% of the world traffic movements but it makes up 19% of world accidents. Whilst the accidents rates of all the other regions have been decreasing or staying at a constant rate, Africa's accident rate has been increasing steadily over the past 10 years.

Improved aviation safety will only be reached by improving Africa's compliance to International Civil Aviation Organisation (ICAO) Standards and Recommended Practices (SARPs). However, the obligation to ensure that national civil aviation operations and regulations conform to ICAO SARPs rests with individual ICAO member states. Yet, due to several challenges, including financial, technical and/or qualified human resources, many African States have difficulties in resolving their safety deficiencies. These challenges manifest, amongst others, in deficiencies with basic aviation law, technical regulations, air operator certification, enforcement, lack of qualified inspectors and inadequate operational budgets for the Civil Aviation Authorities (CAAs). Hence ICAO recommended adoption and establishment of Regional Safety Oversight Organisations (RSOOs) as a solution to mitigating the budgetary constraints of States by mutualising scarce resources. RSOOs can provide economies of scale by allowing the pooling and sharing of required resources. Member States increase thus their capacity to develop harmonised regulations adapted to their environment in compliance with ICAO SARPs. The pooling of resources creates the environment to attract, recruit and retain appropriately qualified and experienced personnel. This is also a first step towards mutual recognition between Member States of the RSOO of licenses, certificates and approvals. RSOOs play an important role by supporting the establishment and operation of a performance-based safety system by analysing safety information and hazards to aviation at regional level and reviewing the action plans developed within the region.

This collaborative approach is supported by the African Union through the African Civil Aviation Policy (AFCAP), which sees this as imperative to promote the harmonisation of aviation policies, regulations and procedures, and hence integrate aviation systems and optimise the use of limited resources. In order to further develop the above approach in response to existing constraints, the focus of the EU-Africa Safety in Aviation Project shall therefore be the RSOOs in Africa, specifically through capacity building via the development of harmonised regulations, common oversight processes and training at regional and continental level, thus contributing to regional integration and efficient oversight.

1.1.1 Public Policy Assessment and EU Policy Framework

In 2009, the EU-Africa High Level Conference on aviation held in Windhoek, Namibia identified several areas for the safe and sustainable development of the growing air services between the EU and Africa and within Africa. These declarations are the result of a strategic and exclusive political dialogue between the EU and Africa. The following documents paved the way to the current EU-Africa partnership in the area of aviation:

- Communication "Partnership between the European Union and Africa. Connecting Africa and Europe: working towards strengthening transport cooperation", COM(2009)301 final, 24/06/2009;
- Second Action Plan (2011-2013) for the Implementation of the Africa-EU Strategic Partnership, adopted at the Africa-EU Summit held in Tripoli, Libya on 29-30 November 2010.

In 2012, the European Commission published "The EU external aviation policy: Addressing future challenges" - Communication COM (2012)556 final, the main objectives of which are stated to be creating fair and open competition and a growth strategy based on "more Europe". One year before, the Commission had published its "Agenda for Change" (Communication COM(2011)1172 & 1173). In this document the need for improved infrastructure was recognised as a contribution to improved business environment, regional integration and world markets.

In 2014, the Roadmap adopted at the 4th Africa-EU Summit states: "we will strive for the reduction of transport costs and boosting of intra-African trade by bringing regional transport corridors to an adequate level of service, which is sustainable, safe and reliable."

During the 8th College-to-College meeting in April 2016, the African Union Commission and European Commission agreed to intensify efforts towards improving aviation and maritime safety and security as part of the fourth priority area of the above mentioned Roadmap.

The International Air Transport Association (IATA), during its Aviation Day in Abuja, Nigeria in May 2016, called on African governments to prioritise the development of aviation nationally and at a pan-African level to bolster economic growth and development through smarter regulations focused on safety and the development of connectivity.

It is also in the EU's interest to mitigate the risk of EU operating bans for African airlines due to concerns on the level of safety oversight in particular countries, which can negatively impact the benefits of aviation.

1.1.2 Stakeholder analysis

The end beneficiaries will be the passengers, airlines and African citizens that benefit from the positive economic impact of improved safety and reduction in air transport cost. Through regionally harmonised regulations and safety oversight, a level playing field will be achieved which will allow mutual recognition within the region and thus contribute to the elimination of unnecessary restrictions. A larger and harmonised market will allow for more players in the industry and will create an enabling environment for alliances and/or mergers among service providers. This will drive down prices and enhance flight interconnectivity and thus give users more choice and encourage the use of air services, all whilst generating employment.

The main institutions that will directly benefit from the action are the African Civil Aviation Commission (AFCAC), the RSOOs and a few countries subject to monitoring by the Air Safety Committee under the EU Safety List. The main focus of the action will be at the regional level, with some national intervention. The activities carried out at the continental and national level will be to improve the sustainability of oversight system at the regional

level. Some activities of the oversight will continue to be done at the national level (e.g. oversight of national operators) and thus will necessitate the proper environment for skilled staff to carry out their duties.

- At the continental level

The African Civil Aviation Commission (AFCAC) was created by the Constitutional Conference convened by the International Civil Aviation Organization (ICAO) and the African Union (AU) in Addis Ababa, Ethiopia, in 1964. AFCAC was fully established and began functioning in 1969 and on 11 May 1978 became an AU Specialised Agency in the field of Civil Aviation.

AFCAC has put in place a programme called AFI Cooperative Inspectorate Scheme (AFI-CIS). The objective of this programme is to assist African States to increase their Effective Implementation (EI) of the ICAO SARPs, through a pool of qualified and experienced Aviation Safety Inspectors from Africa. This programme aims at reinforcing the skills of national inspectors in charge of the safety oversight activities.

- At the regional level

In Africa, five RSOOs exist with a similar scope of work, each based on a Regional Economic Community (REC): ACSAC (Agence Communautaire de Supervision de la Sécurité et de la Sûreté de l'Aviation Civile) for the West African Economic and Monetary Union (WAEMU), ASSA-AC (Agence de Supervision de la Sécurité Aérienne en Afrique Centrale) for the Communauté Économique et Monétaire des Etats de l'Afrique Centrale (CEMAC), BAGASOO (Banjul Accord Group Aviation Safety Oversight Organisation) for the Banjul Accord Group (BAG), CASSOA (Civil Aviation Safety and Security Oversight Agency) for the East African Community (EAC), and SASO (SADC Aviation Safety Organisation) for the Southern African Development Community (SADC). They all deal with personnel licensing, air operations, airworthiness and aerodrome matters.

Two more organisations cover complementary areas. AAMAC (Autorités Africaines et Malgache de l'Aviation Civile) focuses on Air Navigation Services (ANS) for 17 African States mainly members of CEMAC and WAEMU. BAGAIA (Banjul Accord Group Accident Investigation Agency) deals with accident investigation for the BAG region.

These 7 RSOOs are at different levels of maturity. Some are still "in infancy", trying to secure the appointment of their management team; others are more mature and have been operating for several years even if they may still lack some staff and/or financial resources.

- At national level

The EU Safety List is a list of airlines which the European Commission, pursuant to Regulation (EC) No 2111/2005 and on the basis of the opinion of the EU Air Safety Committee (ASC), decides to subject to either a complete or a partial operating ban within the European Union for failure to adhere to the applicable international safety standards. The main reason for a country's airlines to be entered on the EU Safety List is the inability of its Civil Aviation Authority (CAA) to properly supervise its operators (which does not mean the airlines are unsafe per se). The country's safety oversight system is deficient and its international obligations are not fulfilled, thus potentially putting passengers at risk.

Several countries in Africa are included in the Safety List. Other countries in Africa are subject to reviews by the ASC to assess whether they should be incorporated in the list as well. Both types of countries would benefit from this action. Some of those countries are currently benefiting from assistance and as such do not need to be targeted by the present action. Other countries have in the past benefited from other EU projects but have shown low, or no interest. The latter will not be the primary target of this action.

The list of target countries provided below takes into account the above criteria. However, the list should be considered as indicative and, if need be, may be subject to amendment during the course of the action in coordination with the European Commission.

- Angola
- Benin
- Congo (Brazzaville)
- Equatorial Guinea
- Gabon
- Guinea
- Sao Tomé e Príncipe
- Sierra Leone
- Sudan
- Mozambique

ICAO, through its regional offices in Dakar the Western and Central African (WACAF) Office and in Nairobi the Eastern and Southern African (ESAF) Office, is very active in Africa, especially in the field of safety. A specific plan has been approved at the Council level of ICAO for this region: the AFI-Plan. In this framework, collaboration is ongoing between ICAO and the AFCAC, as well as RSOOs, to provide assistance to African States in addressing their safety deficiencies identified through the ICAO Universal Safety Oversight Audit Programme (USOAP). ICAO also provides assistance to States through their Regional Office Safety Teams (ROSTs) in the implementation of their Corrective Action Plans (CAPs). The action will be coordinated with the AFI Plan Secretariat through the participation to the steering committee meetings.

1.1.3 Priority areas for support/problem analysis

The global aviation system has substantially evolved since the signature of the Convention on International Civil Aviation in Chicago, United States on 7 December 1944. From a purely State-based environment, it now incorporates cooperative frameworks between States, with the involvement of multiple stakeholders.

In some cases, these regional initiatives have led to the establishment of regional aviation systems with common legal rules under the terms of an international treaty. Implementation of those rules by participating States in a consistent manner is assured under a regional quality control mechanism usually exercised by an RSOO. Such framework may apply to all aviation domains. Other regional arrangements exist as well, such as regional accident investigation organisations (RAIO).

Regionalisation generates a number of benefits for participating States, for the regulated industry and ultimately for the travelling public. It provides for an overall improved performance of the aviation system.

This applies to the safety dimension notably by contributing to ensure an enhanced uniform level of safety across all participating States. It prevents States that are part of the regional system from being left behind. It enables the development of regional safety tools, such as regional pools of inspectors, regional ramp inspection programmes and regional occurrence reporting and safety recommendations databases.

Regionalisation also provides efficiency gains through increased regulatory predictability and reduced costs for participating States and for the industry. It helps to optimise the use of critical resources for essential tasks, such as those that are safety relevant. In some regional systems certain oversight or regulatory functions are, or could be, exercised centrally. As an example the issuance of approvals, e.g. aircraft type certificates, maintenance organisation

approvals, operator certificates and personnel licenses, has the potential to trigger significant economies of scale when issued either centrally by an RSOO, or by its participating States under a common safety regulatory framework allowing mutual recognition of the approvals. In this case, regionalisation facilitates interoperability within the region and can reduce significantly any differences vis-à-vis ICAO SARPs.

It facilitates the mobility of aviation personnel and companies by the recognition of a common safety regulatory framework. Finally, it brings economic benefits for regional and international industry in particular by removing the costs resulting from national regulatory differences and by providing industry external to the region with a simplified and centralised access to the region's market.

In Africa there is a total of 7 RSOOs, at different maturity stages. Some are still "in infancy" trying to secure the appointment of their management team; others are more mature and have been operating for several years even if they might still face some hurdles. Their establishment responds to the need to tackle the challenges encountered by many African states in meeting their obligations related to conformity with ICAO SARPs, through a collaborative approach.

The above challenges encompass, inter alia, deficiencies with basic aviation law, technical regulations, air operator certification, enforcement, lack of qualified inspectors and inadequate operational budgets for the Civil Aviation authorities (CAAs).

The collaborative approach underlying the establishment of RSOOs is also promoted by the African Civil Aviation Policy (AFCAP) from the African Union, which sees this as imperative to promote the harmonisation of aviation policies, regulations and procedures, optimisation of scarce resources and integration of aviation systems.

The RSOOs have already benefited from EU support, notably through the Support to the Improvement of Aviation Safety in Africa (SIASA) and ASSA-AC projects. One of the key legacies of the SIASA project has been the identification by some of the RSOOs of a clear list of needs stemming from clarified strategies and global training programmes. The clear vision achieved in terms of current status and challenges faced to attain a set of well-defined goals lays the ground for continuation of the support provided.

The RSOOs benefiting from the SIASA project have clearly identified the need to pursue the assistance which should address issues such as training of trainers who would in turn act as mentors for less experienced safety inspectors and establishing an RSOO platform/forum for the regional organisations to share best practices and learn from each other. The overarching purpose of these requests is to contribute to the sustainability of the RSOOs. Other aspects should also be considered to reach this sustainability. A general study on this issue taking into account aspects such as the legal framework, the level of delegation between the Member States and the organisation, the organisational structure of the RSOO, the staff and its qualification, the financial resources as well as its working tools, is seen as a necessity by the African RSOOs. It is not expected that one size would fit all. However, identifying clearer options would allow RSOOs to move in the right direction and make informed decisions.

Not building on the assistance already provided would prevent beneficiaries from reaping the full benefits of the efforts already invested, particularly enhanced recognition for the RSOOs. While continuing the support, it is also of utmost importance that beneficiaries contribute to the action by supporting activities and committing the necessary human resources. The purpose of this action is not "to do for" but "to do with" the safety oversight entities. This requires some investment and commitment on the part of the beneficiaries.

Several critical elements are identified by ICAO as essential parts of a safety oversight system. These are essentially the safety defence tools of an aviation system and are required for the effective implementation of safety related policies and associated procedures.

Stakeholders are expected to implement safety oversight critical elements in a way that assumes the shared responsibility of the RSOO, the States and the aviation community. Critical elements of the safety oversight system encompass the whole spectrum of civil aviation activities. The eight critical elements ICAO is focusing upon during its safety audits are listed below.

- a) Primary aviation legislation (CE1),
- b) Specific operating regulations (CE2),
- c) Aviation system and oversight functions (CE3),
- d) Technical personnel qualification and training (CE4),
- e) Technical guidance, tools and provision of safety critical information (CE5),
- f) Licensing, certification, authorisation and/or approval obligations (CE6),
- g) Surveillance obligations (CE7),
- h) Resolution of safety concerns (CE8).

Since 2005, the ICAO Universal Safety Oversight Audit Programme (USOAP) covers provisions contained in all safety-related Annexes to the Convention on International Civil Aviation (Chicago Convention). The core areas audited by the USOAP are the following:

- a) Primary aviation legislation and civil aviation regulations (LEG),
- b) Civil Aviation Organisation (ORG),
- c) Personnel licensing and training (PEL),
- d) Operation of aircraft certification and supervision (OPS),
- e) Airworthiness of aircraft (AIR),
- f) Aircraft accident and incident investigation (AIG),
- g) Air Navigation Services (ANS),
- h) Aerodromes and Ground Aids (AGA).

2 RISKS AND ASSUMPTIONS

<i>Risk</i>	<i>Risk level (H/M/L)</i>	<i>Mitigation measures</i>
Poor interest or buy-in / ownership of specific RSOO member states. RSOO Member States not following up on regional commitments and follow other regulatory system.	M	Use of political and peer pressure in regional aviation forums. Raise industry awareness. Facilitation via EU delegations.
An EU air safety ban and/or political instability may lead to reduced desire to cooperate with EASA and the EU.	M	Monitor overall political context and communicate and adapt project accordingly together with the stakeholders, European Commission (DG MOVE, DG DEVCO and EU Delegations). Where applicable, communicate on EU Safety List situation.

Political instability or conflict in the region might lead to reduced demand for regional cooperation or ability to execute activities on-site.	M	Regional activities are easily relocated. Focus on the technical level and monitor the overall political context and adjust the regional/national focus of the project. Experience shows that technical cooperation can continue despite political differences.
Slowdown of economic growth resulting in reduced demand in aviation transport services and products.	L	Monitor overall economic development, consider adjusting focus of project activities. Alternatively, in case of a severe and prolonged economic crisis, consider reducing the scope, postponing or early closure of the project.
Disease outbreak might reduce demand for aviation transport services and/or ability to execute activities on-site.	M	Monitor related news and adjust project accordingly.
Assumptions		
<p>The RSOOs and their Member States remain committed to pursue the action through the implementation of the necessary measures at the national level and an adequate level of resources is allocated to the process.</p> <p>RSOOs are sufficiently staffed with appropriately qualified personnel.</p> <p>RSOO Member States and RSOO key staff remain in place, thus ensuring the sustainability of capacity building activities.</p>		

3 LESSONS LEARNT, COMPLEMENTARITY AND CROSS-CUTTING ISSUES

3.1 Lessons learnt

Cooperation on aviation safety between the EU and Africa has so far materialised through the European Development fund (EDF) for African, Caribbean and Pacific (ACP) countries, Regional and National Indicative Programmes and the Commission Budget in North Africa and in the framework of the EU Safety List. Recent associated projects, mostly through EASA, include the following:

- SIASA (Support to the Improvement of Aviation Safety in Africa, 2012 – 2016) project, funded under the 10th EDF as part of a larger framework programme, which provided technical assistance and capacity building in Sub-Saharan Africa. This project provided assistance to 8 countries facing aviation safety issues, developed regulation and guidance material in the domains of ANS and PANS-OPS, delivered training, organised workshops and supported RSOOs.
- ATA-AC (Amélioration du Transport Aérien en Afrique Centrale, 2012 – 2017) project, funded under the 10th EDF, provided technical assistance and capacity building to Central Africa. The focus was on the operationalisation of the CEMAC RSOO, the delivery of training and the elaboration of an action plan for overhaul of the main aerodromes of the region.
- IASOM (Improvement of Aviation Safety Oversight in Malawi, 2013 – 2016) project, funded under the 10th EDF, provided technical assistance to Malawi for the improvement of aviation safety oversight.
- Zambia was provided with assistance in the field of aviation safety under the 10th EDF. The country was removed from the EU Safety List in June 2016. A new project is under

discussion in the framework of the 11th EDF in order to capitalise on the progress made and to reach a sustainable situation where the authority is autonomously capable of keeping its safety regulation up to date and maintaining the appropriate level of oversight of its operators.

- Technical assistance is currently being provided through the EUROMED project which targets amongst others the states of North Africa. The project is a continuation of two other completed projects. The overall objective is to promote harmonisation between the States' civil aviation safety regulations and standards with those of the European Union, improve their capabilities for aviation safety oversight and reinforce cooperation between the States and with EASA.
- The European Commission tasked EASA to provide technical assistance missions to a number of African countries (e.g. Algeria, Benin, Gabon, Mozambique, and Swaziland) which have been or are subject to monitoring by the Air Safety Committee (ASC) in charge of the EU Safety List. Specific assistance is provided to these countries in order to provide assistance and guidance solving some of the safety deficiencies identified by the ICAO audits.

These projects have laid the ground for the establishment and/or the reinforcement of the safety oversight system at national level for country projects, and at regional level under projects like SIASA and ATA-AC. Beyond the benefits related to improved safety in aviation, the regional projects have contributed to the harmonisation of regulations across groups of countries, marking the first steps towards a level playing field in those regions, and opening the possibility of liberalisation amongst those countries. Such developments in terms of harmonisation are in turn laying the ground for reaping the benefits of a continental approach to safety in civil aviation.

The main lesson learnt from past experience is that technical activities need to go hand in hand with raising political awareness and buy-in about the issue at stake. The adoption of regulations at regional level necessitates a new approach to which the political level needs to be familiarised.

One of the most significant changes that was noticed during the implementation of the SIASA project is the clear understanding that RSOOs have gained over the years about their own situation. During the inception phase of the project, the RSOOs were not equipped to provide a coherent list of activities that would allow them to improve their oversight capabilities. The only suggestions received were a "shopping list" of activities independent from each other, which were useful but not based on a coherent strategy. During the SIASA project's RSOOs closing meeting, some of the regional organisations involved were in a position to highlight a coherent list of needs based on a clear strategy or global training programme. These RSOOs have been able to gain some clear vision of their current status and the challenges they face to achieve well defined goals.

It is necessary to ensure continuity of the support provided. Stopping assistance at this stage would prevent the benefits being reaped from the work already done. Furthermore, when continuing the support, it is also of utmost importance to ensure the beneficiaries reciprocate with their contribution to the action by supporting activities and committing the necessary human resources.

Finally, the absence of a consolidated regional approach will hinder the achievement of significant results. It has been pointed out on many occasions that most individual countries do not have the resources to put in place and maintain a complete oversight system on their own. Using the regional approach enables the sharing of resources and contributes to sustainability. This however necessitates political commitment, which is key to the success of the action.

3.2 Complementarity, synergy and donor coordination

The action should ensure coordination with the other relevant activities organised throughout Africa, among which those managed by the European Commission and other EU institutions such as the European Investment Bank (EIB). Where appropriate, the Commission will facilitate this coordination. This is particularly the case of the Central Africa Aviation Safety Project (Facilitation du Transport Aérien en Afrique Centrale), the above-mentioned projects in Malawi and Zambia, the EGNOS (European Geostationary Navigation Overlay Service) in Africa Support Programme, the upcoming EA-SA-IO project under the 11th EDF (Support to the air transport sector development in the Eastern Africa, Southern Africa and Indian Ocean region) and the Euromed Aviation Safety Project.

Since most of the RSOOs are established by Regional Economic Communities (RECs), a coordination mechanism at steering committee level will have to be established with these RECs in order to ensure information sharing and the matching of activities with the regional organisations' priorities and the support provided by other implementing partners.

This is particularly the case for the following RECs for which the African Development Bank (AfDB) has agreed to financially support actions: ECCAS, ECOWAS and WAEMU. The European Aviation Safety Agency (EASA) will be involved in the implementation of the aviation safety related actions in ECCAS and WAEMU. The International Civil Aviation Organisation (ICAO) will also be involved in specific components of the actions in the three RECs. Both ICAO and EASA will participate in the programme steering committee meetings. The action will also coordinate with the work undertaken in the framework of the AfDB.

The EU is considering the financing under the 11th EDF of a programme for the Support of the air transport sector development in the Eastern Africa, Southern Africa and Indian Ocean region (EA-SA-IO) through indirect management with COMESA. This programme will support activities aiming at:

- Legal, policy and institutional sector reforms;
- Improved implementation of existing regional and national legislative provisions and international standards;
- Established regional institutional frameworks on issues such as safety oversight;
- ATM control and coordination, enhanced via the development of strategies, design and technology transfer;
- Regional seamless upper air space through enhanced coordination;
- Member states supported in the establishment of state safety programmes;
- Better national regulation enforcement through CAA and other stakeholders' capacity enhancement;
- Resolution of Significant Safety Concerns (SSC) in member countries.

The activities between the two projects will have to be coordinated. Cross participation in the projects' steering committee meetings could prevent the duplication of activities and build complementarities between this action and the project at COMESA level currently being developed. As a first step to avoid duplication, the present action will refrain from addressing ANS and AIG domains within the COMESA region, with the exception of the assistance to be provided to AAMAC which includes in the Indian Ocean Madagascar and the Comoros.

The action should also ensure coordination with the work of ICAO on the AFI Plan and the AFCAC AFI-CIS programme. As such, participation to the ICAO AFI Plan Steering Committee Meetings (twice a year) is important. Participation in these meetings also

contributes to the communication and visibility requirements for all external actions funded by the EU.

3.3 Cross-cutting issues

Governance: Safety is an essential part of Civil Aviation Policies in African countries. These policies need to be improved, applying a holistic approach and taking into account the management standards adopted or promoted by international sector organisations (e.g. ICAO) and/or conventions (e.g. Chicago and Yamoussoukro) and aligning themselves with the African Civil Aviation Policy.

Climate Change/Environment: Civil Aviation Policies must include mitigation measures for emissions released within international airspace. Within the Kyoto Protocol, ICAO was given responsibility for developing such measures. The EU has included aviation within the EU Emissions Trading System. Any policy actions of this kind and in other areas of environment concern in aviation (e.g. noise, water pollution, handling of hazardous materials, etc) should be taken into account by the project stakeholders. This will include the new ICAO CORSIA agreement (Carbon Offsetting and Reduction Scheme for International Aviation).

Gender equality: Civil Aviation Policies should promote a gender sensitive approach to all aspects of civil aviation. Training programmes implemented for transport personnel on relevant gender issues are important, but also other measures such as enhancing career prospects for female civil aviation professionals and applying affirmative action to ensure that more women are represented in the sector. Project stakeholders will be encouraged to promote wider female participation in the sector, in particular for safety issues. Women will be encouraged to take part in capacity building/training activities as much as possible in order to improve female ratios of participation and to enable them to enhance their careers.

4 DESCRIPTION OF THE ACTION

4.1 Objectives/results

This programme is relevant for the United Nations 2030 Agenda for Sustainable Development. It contributes primarily to the progressive achievement of SDG Goal 9, but also promotes progress towards Goal 8. This does not imply a commitment by the countries benefiting from this programme.

The overall objective is to improve aviation safety in Africa.

The specific objective of the EU-Africa Safety in Aviation action is to assist African States to meet their obligations under the Chicago Convention to establish an effective aviation safety oversight system.

The anticipated results are as follows:

Result 1: RSOOs are reinforced

Result 2: The safety oversight regulatory environment is improved

Result 3: Enhanced safety oversight is achieved

Result 4: The safety data collection and analysis is implemented

4.2 Main activities

The main indicative activities are listed below by relevant result. They include the following:

Result 1: RSOOs are reinforced

- Providing institutional and methodological assistance for RSOO. This may require the identification of priorities and the establishment of a roadmap for the improvement of the institutional functioning. Bilateral and multilateral meetings with stakeholder will be necessary.
- Guiding Member States and RSOO in defining clear task allocation between national and regional levels. The project will organise meetings at RSOO level with the concerned stakeholders.
- Contributing to a better recognition of the role of RSOO by their Member States. Participation to regional meetings will be opportunities to further clarify the respective roles of each stakeholder and support the recognition of the RSOO.
- Setting up an exchange platform between the RSOOs to be able to capitalise on each other's experience. Here, EASA will not only be the project manager but an active member capable of sharing its own experience.
- Organising a study on RSOO's sustainability to propose solutions to gain particularly solid financial standing through viable financing mechanisms. This shall represent a key step in view of the long-term sustainability of the action.

Result 2: The safety oversight regulatory environment is improved

- Providing support for the regulatory harmonisation at REC's level. The alignment with the EU regulations is not an immediate objective but will be supported each time there is a clear interest by the beneficiaries.
- Guiding Member States and RSOOs in keeping their regulatory environment up to date and tracing the differences to be filed on the ICAO Electronic Filing of Differences (EFOD) system.
- Organising regulation familiarisation workshop(s) for personnel from the oversight entities and the industry.

Result 3: Enhanced safety oversight implementation is achieved

- Supporting the establishment of pool of safety inspectors at RSOOs and AFCAC level.
- Training regional and national inspectors. This would include the training of trainers, who could in turn become mentors.
- Supporting the emergence of mentors, to coach less experienced inspectors through audits and oversight activities.
- Assisting the AFCAC AFI-CIS programme, through refresher training or covering mission costs.
- Encouraging the development/review of inspectors' guidance materials.

Result 4: The safety data collection and analysis is implemented

- Supporting the implementation of safety data collection tools by facilitating the implementation and the training for the tool usage.
- Training analysts to study the data collected in order for the RSOO to be in a position to produce regular safety analysis report.
- Facilitating the establishment of a network of investigators by providing common training and establishing the platform/mechanism for exchange among themselves.

4.3 Intervention logic

The action will target three levels: continental, regional and national.

AFCAC being the AU Specialized Agency in the field of civil aviation, particularly in charge of monitoring the progress made on the continent toward the achievement of the Abuja safety target, the action will support this organisation through its AFI-CIS programme. The planned activities will be twofold:

- Support the AFI-CIS mission by covering the mission costs of the inspectors travelling to the beneficiary countries. The missions supported will be in line with the objective at regional and/or national levels.
- Provide training to the AFI-CIS pool of inspectors. Two types of training are envisaged: a) refresher training for already active inspectors and b) complementary training for inspectors joining the programme. AFI-CIS inspectors could also benefit from the train-the-trainer programme in order to be able to carry out future training programmes and thus ensure the sustainability of the scheme.

Two other aspects will be addressed at continental level:

- The action will foster the establishment of a platform for exchange between RSOOs. The sharing of experience among RSOOs is deemed important to be able to reach a certain degree of maturity and avoid some of the difficulties already faced with certain RSOOs. For this exchange platform, the European agency will not only be the activity implementer but could play an active role due to its existence of more than 13 years.
- A study for the sustainability of RSOOs is deemed important to be carried out, preferably early in the project, in order to capitalise on its results and start implementing some of its recommendations at the regional level.

At a regional level, the activities to be carried out should take into account the EU funded EA-SA-IO project of the COMESA region, as well as the AfDB-funded Projet d'Appui au Secteur du Transport Aérien en Afrique Centrale et Occidentale (PASTA-CO). Not all the RSOOs will be targeted. ACSAC and ASSA-AC are already benefiting from the AfDB-funded project. The main beneficiaries will be as follows:

- AAMAC in the field of ANS. The work to be carried out will aim at a harmonised regulation in this field, along with the development of related guidance material and procedures. In order to facilitate the recognition of regulations and its implementing tools, workshops will be organised to raise awareness of industry and other involved parties. Should AAMAC be ready for it, assistance in the establishment of a pool of inspectors combined with appropriate training will be provided.
- ACSAC. The assistance provided to ACSAC will focus on the training and assistance in the area of AIG. The RSOO will benefit from the PASTA-CO project which will focus on regulatory harmonisation and the development of guidance material for inspectors, as well as assistance related to the implementation of safety data collection tools.
- ASSA-AC will benefit from the PASTA-CO project focusing mainly on training in the PEL, AIR, OPS and AGA domains. Support should therefore focus on the AIG domain, the implementation of the safety data collection tools and corresponding training needs for analysts. Further institutional and methodological assistance could also be provided.
- BAGAIA in the field of accident investigation. The approach proposed for this RSOO will aim at reinforcing the organisation through the provision of institutional and methodological assistance and support to achieve better recognition. The approach

will also target the establishment of an investigators' network and the provision of training if need be.

- BAGASOO, CASSOA and SASO in the fields of PEL, OPS, AIR and AGA. No ANS assistance will be provided to CASSOA and SASO because both will be benefiting from the EU funded project for COMESA. The main activity foreseen for the three organisations will be related with the provision of training of regional and national inspectors. Support may also be provided for the collection of safety data and their analysis for SASO (both CASSOA and BAGASOO already have such tools in place). This might require the training of analysts.

For all the above mentioned RSOOs, activities to reinforce their recognition at the level of their Member States are envisaged. This will consist of guidance in the clarification of the task allocation between the regional organisation and the national aviation authorities as well as workshops or seminars on the respective roles of the different stakeholders.

The development of a mentor system will be supported through the training of trainers (possibly carried out along with the AFCAC AFI-CIS inspectors) and the possible organisation of training delivered by those newly trained instructors. These instructors could also coach younger/less experienced inspectors during on the field oversight activities and thus contribute to the self-sustainability of the approach

Finally at the national level, some of the countries listed in paragraph 1.1.2 above will receive assistance mainly in the fields of PEL, OPS or AIR. The purpose of the assistance provided will mainly be to assist them toward their removal from the EU Safety List and their contribution to the improvement of the safety oversight at the RSOO level. The choice of countries benefiting from this assistance will be done in coordination with relevant European Commission services (DGs MOVE and DEVCO) in light of the latest outcome of the Air Safety Committee meeting, responsible for the opinion on updates of the EU Safety List.

5 Implementation

5.1 Financing agreement

In order to implement this action, it is not foreseen to conclude a financing agreement with the partner country, referred to in Article 184(2)(b) of Regulation (EU, Euratom) No 966/2012.

5.2 Indicative implementation period

The indicative operational implementation period of this action, during which the activities described in section 4.2 will be carried out and the corresponding contracts and agreements implemented, is 60 months from the date of adoption by the Commission of this Action Document.

Extensions of the implementation period may be agreed by the Commission's authorising officer responsible by amending this decision and the relevant contracts and agreements; such amendments to this decision constitute technical amendments in the sense of point (i) of article 2(3)(c) of Regulation (EU) No. 236/2014.

5.3 Implementation of the budget support component

Not applicable

5.4 Implementation modalities

5.4.1. Indirect management with the European Aviation Safety Agency (EASA)

This action may be implemented in indirect management with the European Aviation Safety Agency (EASA) in accordance with Article 58(1)(c) of Regulation (EU, Euratom) No 966/2012. This implementation is justified because EASA, as the European Union specialised agency for aviation safety, has a mandate to play a leading role within the EU External Aviation Policy: EASA is a strong counterpart for aviation authorities and RSOOs outside the EU including African countries. EASA also works in close cooperation with the EU national aviation authorities, which would provide some of the expertise required for the action.

The entrusted entity would carry out the following budget-implementation tasks: managing and enforcing contracts concluded for any activities not directly delivered by EASA. This includes running procurement procedures, making payments, accepting or rejecting deliverables, enforcing checks and controls and recovering funds unduly paid. EASA will implement this action through a dedicated long term team of advisors who will take responsibility for the overall management of the action.

5.5 Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply.

The Commission's authorising officer responsible may extend the geographical eligibility in accordance with Article 9(2)(b) of Regulation (EU) No 236/2014 on the basis of urgency or of unavailability of products and services in the markets of the countries concerned, or in other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

5.6 Indicative budget

	EU contribution (in EUR)
5.4.1 – Indirect management with EASA	5 000 000
5.9 – Evaluation	N/A
5.10 – Audit	N/A
5.11 – Communication and visibility	Included in the amount of the delegation agreement
Totals	5 000 000

5.7 Organisational set-up and responsibilities

A project steering committee is envisaged, consisting of at least EASA, AFCAC, RSOOs (ACSAC, ASSA-AC, BAGASOO, CASSOA, SASO, as well as AAMAC and BAGAIA), and services of the European Commission. This committee shall meet at least once a year. It will be co-chaired by the European Commission and the African Union Commission. EASA shall act as Secretariat.

In terms of project management, EASA shall put in place a project team and shall draw the implementing experts internally and/or from its contracted implementing partners. A Project

Manager shall head the project team and be responsible for the overall management, implementation, monitoring and follow-up of all project activities.

A regional dimension and a national dimension for specific countries will be followed. The action will not assume all states' immediate buy-in but aim to positively influence overall sub-regional dynamic and bring other states in as the action develops. The activities carried out at the regional level will be tailored to the regional organisation status and identified needs. Although the selection methodology to be adopted for identifying specific countries beneficiary of assistances shall be finalised during the inception phase, this shall include their identified needs and respective level of commitment. This prioritisation of countries will be regularly updated in order to take into account the evolution of the beneficiaries' commitment and/or needs.

5.8 Performance monitoring and reporting

The following related indicators have been proposed as part of the Multi-Annual Indicative Programme 2014-2017 of the Pan-African Programme:

- *Number of delays, diversions and cancellations of flights in Africa [International Civil Aviation Organisation (ICAO)] yearly.*
- *Operation costs of African airports; operation costs per passenger/per movement/work load unit. (ICAO).*
- *Percentage of accidents during approach and landing in Africa (ICAO USAP) yearly.*

In addition, the impact for each result will be measured against performance indicators to be further elaborated by EASA. These could include a set of the following indicators or other agreed indicators:

- ICAO SARPs effective implementation rate
- Number of activities supporting each result
- Number of annual safety reports published
- Number of trained inspectors

The quantification of indicators should apply to the overall duration of the project. The logical framework in appendix to the present document includes activities and indicators which will need to be reviewed throughout the action implementation life to reflect changes in the work plan(s) and prioritisation by the Project Steering Committee. Some indicators are not present in the logframe because they will be determined during the inception phase of the action.

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and direct outcomes) as measured by corresponding indicators, using as reference the logframe matrix. The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

5.9 Evaluation

Having regard to the importance of the action, a final evaluation may be carried out for this action or its components via independent consultants contracted by the Commission.

It will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the fact that it will inform potential further support to civil aviation safety after the end of the action.

The Commission shall inform the implementing partner at least 3 months in advance of the dates foreseen for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports shall be shared with the partner country and other key stakeholders. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

The financing of the evaluation shall be covered by another measure constituting a financing decision.

5.10 Audit

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audits or expenditure verification assignments for one or several contracts or agreements.

The financing of the audit shall be covered by another measure constituting a financing decision.

5.11 Communication and visibility

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU.

This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of implementation and included in the budget for the delegation agreement.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country, contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in, respectively, the financing agreement, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Manual for European Union External Action shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

APPENDIX - INDICATIVE LOGFRAME MATRIX

The activities, the expected outputs and all the indicators, targets and baselines included in the logframe matrix are indicative and may be updated during the implementation of the action, no amendment being required to the financing decision. When it is not possible to determine the outputs of an action at formulation stage, intermediary outcomes should be presented and the outputs defined during inception of the overall programme and its components. The indicative logframe matrix will evolve during the lifetime of the action: new lines will be added for including the activities as well as new columns for intermediary targets (milestones) for the output and outcome indicators whenever it is relevant for monitoring and reporting purposes. Note also that indicators should be disaggregated by sex whenever relevant.

	Results chain	Indicators	Baselines (2018)	Targets (2020)	Sources and means of verification	Assumptions
Overall objective: Impact	Aviation safety in Africa is improved	Number of African airlines on the EU safety list	Available EU Safety List publication as of baseline date	Reduced number of African airlines on the EU Safety List	EU Safety list	
Specific objective(s): Outcome(s)	Effective aviation safety oversight system established	1.1 Effective implementation (EI) rate of ICAO Standards in the targeted sub-regions and countries	1.1 EI rate of ICAO Standards at baseline date	1.1 ICAO Standards effective implementation: 60% (as per Abuja Safety Targets)	1.1 ICAO Universal Safety Oversight Audit Programme (USAOP) Audit reports 1.2 Other ICAO sources of information	Ministries of Transport in the targeted regions interested in improving flight safety

Outputs	RSOOs are reinforced	1.1.1 Number of functional RSOOs staffed with appropriate technical personnel	1.1.1 Number of RSOOs established at baseline date	1.1.1 Five RSOOs with organigrams out of which three are fully staffed	1.1.1 Project reports, Project steering committee meeting minutes 1.1.2 ICAO minutes and reports 1.1.3 RSOOs reports.	Key staff from RSOOs and National Aviation Authorities remain in place, thus ensuring the sustainability and capacity building activities
	The safety oversight regulatory environment is improved	1.1.2 EI rate for Critical Elements (CE) 1 to 5 ² of ICAO Standards in the targeted sub-regions and countries	1.1.2 EI rate for CE 1 to 5 of ICAO Standards at baseline date	1.1.2 Improved EI for the CE 1 to 5	1.1.2 ICAO Universal Safety Oversight Audit Programme (USAOP)	Timely availability of ICAO Audit results
	Enhanced safety oversight is achieved	1.1.3 EI rate for CE 6 to 8 ³ of ICAO Standards in the targeted sub-regions and countries	1.1.3 EI rate for CE 6 to 8 of ICAO Standards at baseline date	1.1.3 Improved EI for the CE 6 to 8	1.1.3 ICAO Universal Safety Oversight Audit Programme (USAOP)	Timely availability of ICAO Audit results

2

Critical element 1 — Primary aviation legislation

Critical element 2 — Specific operating regulations

Critical element 3 — State civil aviation system and safety oversight functions

Critical element 4 — Technical personnel qualification and training

Critical element 5 — Technical guidance, tools and the provision of safety critical information

3

Critical element 6 — Licensing, certification, authorization and/or approval obligations

Critical element 7 — Surveillance obligations

Critical element 8 — Resolution of safety concerns

	The safety data collection and analysis is implemented	1.1.4 Data collection tools per region in place and total number of analysts trained	<i>To be determined by project manager during the inception phase</i>	<i>To be determined by project manager during the inception phase</i>		
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