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Contents

No.		Gazette No.	Page No.
	GOVERNMENT NOTICES • GOEWERMENTSKENNISGEWINGS		
Transport, Department of / Vervoer, Departement van			
6220	Civil Aviation Policy and Legislation: Draft Comprehensive Civil Aviation Policy	52726	3

GOVERNMENT NOTICES • GOEWERMENTSKENNISGEWINGS

DEPARTMENT OF TRANSPORT

NO. 6220 **23 May 2025**

DRAFT COMPREHENSIVE CIVIL AVIATION POLICY

The Draft Comprehensive Civil Aviation Policy is hereby published for public comments. Interested persons are requested to submit written comments in connection with the Draft Comprehensive Civil Aviation Policy within 30 days from the date of publication of this notice in the Government Gazette. All comments should be posted or emailed to the Director- General of the Department of Transport for the attention of Ms. Johannah Sekele as follows:

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EXECUTIVE SUMMARY

The Comprehensive Civil Aviation Policy outlines the strategic framework for South Africa's civil aviation sector, emphasizing its critical role in economic growth, trade, investment, and tourism. The policy addresses the sector's contributions to the Gross Domestic Product (GDP), job creation, and the impact of global trends and challenges, including the COVID-19 pandemic.

Civil aviation is a crucial sector for South Africa, significantly contributing to the economy by facilitating trade, investment, and tourism. Pre Covid, the sector supports around 490,000 jobs and contributes approximately R154 billion to the GDP. The COVID-19 pandemic severely impacted passenger traffic, but recovery is underway, with projections indicating significant growth in passenger and cargo markets by 2035.

The policy traces the evolution of South Africa's aviation sector from a monopolistic, apartheid-era system to a competitive and regulated industry in the democratic era. Key milestones include the deregulation of the air travel industry, the establishment of entities like Airports Company South Africa (ACSA) and Air Traffic and Navigation Services (ATNS), and the introduction of the National Civil Aviation Policy in 2017.

South Africa's aviation policy is shaped by international agreements such as the Chicago Convention and regional frameworks like the African Union's Agenda 2063. Nationally, the Civil Aviation Act of 2009 and other related legislation provide the regulatory framework for the sector. The policy aims to align with global standards while promoting national interests and sustainable development.

The document addresses the following key Pillars:

- Safety and Security: Strengthen aviation security and establish an independent accident investigation authority.
- Air Navigation Services: Ensure ATNS has the sole mandate for airspace management to mitigate national security risks.
- Airport Infrastructure: Develop a National Airports Development Plan to guide airport development and integration into the broader transport network.
- Aerotropolis: Promote integrated planning for airport cities to drive economic growth and innovation.
- Environmental Protection: Review the State Action Plan to include measures for reducing aviation carbon emissions.
- Economic Regulation: Review the regulatory till system and implement risk-sharing mechanisms during tariff determination.
- Airfreight: Develop an Airfreight Strategy to enhance competitiveness and infrastructure development.
- International Air Transport: Regulate co-terminalisation and stopover rights to protect the domestic market.

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- Quality of Aviation Services: Address the needs of passengers with special needs through a dedicated forum.
- Strategic Role of State Aviation Assets: Promote a coordinated approach for managing state-owned aviation assets.
- Non-Commercial Aviation: Develop a differentiated system of air traffic service charges for non-commercial activities.
- Transformation: Formulate a National Civil Aviation Transformation Strategy to promote skills development and inclusivity.

The Department of Transport will monitor and evaluate the policy's implementation, ensuring alignment with national development goals and international standards. The policy will be reviewed every five years to assess its impact and relevance.

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Table of Contents

EXECUTIVE SUMMARY	1
Definitions	5
1. INTRODUCTION AND BACKGROUND	14
1.1 Background	15
1.1.1 Historical Overview of Aviation Policy Development in South Africa	15
1.2 Policy and Legal Context	18
1.3 Brief Overview of the policy process followed	25
2 Problem Statement	25
3 Policy Vision, Mission and Strategic Objectives	32
4. Policy Statements	38
4.1 Safety and Security	38
4.2 Provision of Air Navigation Services	39
4.3 Airport Infrastructure	40
4.4 Aerotropolis	41
4.5 Environmental Protection	42
4.6 Economic Regulation	43
4.7 Airfreight	43
4.8 International Air Transport	43
4.9 Quality of Aviation Services	45
4.10 Strategic and Developmental role of state aviation assets	45
4.11 Non- Commercial Aviation	45
4.12 Transformation	46
5 Communication	46
6. Governance	47
7. Policy monitoring, evaluation and review	48
Annexure: Logical Framework	50

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Definitions

Adventure aviation	Means flights carrying passengers for hire or reward, where the purpose is for the passenger's recreational experience
Aerotropolis	Means an urban sub-region whose infrastructure, land use, and economy are centred on an airport, and includes a mixed-use development that provides high-value employment and economic opportunities in its hinterland
Aircraft	Means any machine that can derive support in the atmosphere from the reactions of the air, other than the reactions of the air against the surface of the earth
Air carrier	Means a commercial air transport operator providing either a scheduled or a non-scheduled air service
Aircraft owner	Means the person in whose name the aircraft is registered, and includes- (a) Any person who is or has been acting as an agent in the republic for a foreign owner, or any person by whom the aircraft is hired at the time; (b) A person who has the right of possession of an aircraft for 14 days or longer; and (c) For part 91 and part 93 of the civil aviation regulations, 2011, an operator of an aircraft engaged in non-commercial operations
Airline	Means a commercial air transport operator providing a scheduled air service
Airport[1]	Means any demarcated area on land or water or any building used or intended to be used, either wholly or

[1] The term airport is used rather than the term "aerodrome" used in a generic sense and also applied in legislation and ICAO documentation. The two terms are considered synonymous for the purposes of this White Paper.

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	in part, for the arrival or departure of an aircraft, and includes any building, installation, or equipment within such area that is used or intended to be used in connection with the arrival, departure or movement of an aircraft
Airports Company Act	Means the Airports Company Act, 1993 (Act no. 44 of 1993), as amended;
Airport development plan	Means the overarching development plan of an airport, that includes all aspects in the master plan and the precinct plans of the airport, including future infrastructure and operational changes
Airport licensee	Means the person who holds an airport licence issued by the appropriate authority and who is responsible for adherence to certain licence conditions, further operational requirements imposed by legislation as well as liabilities associated with such requirements. As the functional responsibilities of the airport owner, the airport operator, or the airport licensee may vest in more than one person, the ultimate responsibility for actions of all parties vest in the licensee. Where an airport is not licensed, this responsibility vests in the owner of the land on which the airport is located
Airport master plan	Presents the planner's conception of the ultimate development of a specific airport. Master plans are applied to the modernisation and expansion of existing airports and the construction of new airports
Air Services Licensing Act	Refers to the Air Services Licensing Act, 1990 (Act no. 115 of 1990)
Airspace	Is the space above the surface of the earth up to a height where an aircraft is no longer able to derive support from the atmosphere
Approach control services	Means an Air Traffic Control service for arriving or departing flights in a defined airspace
Area control services	Means an Air Traffic Control service for flights in a defined controlled airspace

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ATM community	Means the aggregate of organisations, agencies, or entities that may participate, collaborate and cooperate in the planning, development, use, regulation, operation and maintenance of the Air Traffic Management system
ATNS Company Act	Means the Air Traffic and Navigation Services Company Act, 1993 (Act no. 45 of 1993);
Cargo-only service	Is a dedicated service for the transportation of freight and mail only
Charterer	Means a person such as a tour operator or freight forwarder who: ● Has concluded a contractual arrangement with a non-scheduled air carrier, at an agreed amount, for the exclusive use of an aircraft or part thereof for one or more flights; ● Seats and cargo capacity are for sale to the public; and ● Accepts the financial risk of utilising the capacity purchased from the non-scheduled air carrier
Chicago Convention	Means the Convention on International Civil Aviation, 1944 as incorporated in the Civil Aviation Act
Civil Aviation Regulations	Means the Civil Aviation Regulations, 2011, as amended
Civil Aviation Act	Means the Civil Aviation Act, 2009 (Act No. 13 of 2009), as amended
Commercial aviation	Means an air service as defined in Section 1 of the Air Services Licensing Act, 1990, including the classes of air services referred to in Regulation 2 of the Domestic Air Services Regulations, 1991 and the International Air Services Regulations, 1994, respectively
Competition Act	Means the Competition Act 1998 (Act No. 89 of 1998), as amended
Corporate aviation	Means a non-commercial operation or use of aircraft by a company for the carriage of passengers or goods

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	as an aid to the conduct of company business, flown by a professional pilot(s) employed to fly the aircraft
COVID-19	The Coronavirus disease 2019, which is an infectious disease caused by a virus, which emerged during 2019 and was declared a global pandemic by the World Health Organisation (WHO) during the year 2020
Combination service	Refers to a service that carries both passengers and cargo on board the same aircraft
Constitution	Means the Constitution of the Republic of South Afı 1996 (Act No. 108 of 1996), as amended
Contestability	Means open to competition
Core airport functions (or relevant activities)	Mean the provision at an airport of any service or facility for: ● The landing, parking, or take-off of an aircraft; ● The handling or cleaning of an aircraft, the supply of provisions to an aircraft, emergency servicing of an aircraft on the apron, including the supply of fuel; and ● The handling of passengers, their baggage, or cargo at all stages while they are on the premises of such airport
Director of Civil Aviation	Is as defined by the Civil Aviation Act
Disaster Management Act	Refers to the Disaster Management Act, 2002 (Act No. 57 of 2002)
Domestic air transport	Refers to an air service operated wholly within the territory of South Africa
Economic infrastructure	Means transport infrastructure, such as an airport, which supports economic activity

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Economic sustainability	Means the continued existence of the positive economic condition
Environmental Management	Is a management tool that incorporates the means of planning, monitoring, evaluation and providing feedback, and should form part of the management and reporting system for aircraft noise and engine emissions at new and existing airports
Environmental sustainability	Means the continued existence of positive environmental conditions
Integrated development plan (IDP)	Means a plan prepared and managed by local government which addresses transport, land use and other aspects, as stipulated in the Spatial Planning and Land Use Management Act, 2013
Integrated transport plan (ITP)	Means a plan prepared by a transport authority in terms of the National Land Transport Act, 2009 (Act No. 5 of 2009) or any similar provincial legislation, which covers the planning, development, regulation, provision and management of the land transport system, including transport infrastructure used for private and public transport, and public transport services
International airport	Means an airport equipped with facilities and services needed to accommodate international flights (“port of entry”)
International Air Services Act	Means the International Air Services Act, 1993 (Act No. 60 of 1993)
International and national airports	As referred to in the Constitution, this means airports owned and/or operated by ACSA as well as other airports designated in terms of the Civil Aviation Act, 2009
Large aircraft	Refers to any aircraft of a certificated mass exceeding 5 700 kilograms
Local authority	Refers to Municipality

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	Long-term Global Aspirational Goal (LTAG) Means a goal that's used by the ICAO to guide the aviation industry towards net-zero carbon emissions by 2050
Military airport	Means an airport operated by the South African National Defence Force (SANDF), in terms of the SANDF Act, normally for military use and control
Municipal airport	Means an airport owned by a municipality
Municipal Systems Act	Means the Local Government: Municipal Systems Act, 2000 (Act No. 32 of 2000)
Municipality	Means a metropolitan municipality, a local municipality, or a district municipality, as contemplated respectively in terms of categories A, B, or C as provided for in the Constitution. "Local authority" will have a similar meaning
National airport	Means an airport designated in terms of the Civil Aviation Act, 2009;
National Environmental Management Act	Means the National Environmental Management Act, 1998 (Act No. 107 of 1998)
National Interest	Means the protection and promotion of its national sovereignty and constitutional order, the well-being, safety and prosperity of its citizens, and a better Africa and world
Network of airports	Means a system of effective and efficient airports
Non-commercial aviation	Means an activity other than 'commercial aviation'
Organ of state	Refers to a national (national department or national public entity), provincial (a provincial department or provincial public entity) or a municipal (a municipality, a department within municipal administration or a municipal entity) organ of state

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Open Skies	Refers to the terms of an air service agreement which provides for the unrestricted operation of international air services by the air carriers between the countries who are parties to the agreement
Performance-Based Navigation	Is area navigation based on performance requirements for aircraft operating along an Air Traffic Service route, on an instrument approach procedure, or in a designated airspace
Precinct plans	Means the plans that address land use developments on the landside of the airport, including aviation-related and non-aviation-related developments on the airport property. A meso development plan of a specific area identified in the AMP or LUP. The precinct plan is in line with the AMP/LUP but shall focus in more detail on the development of the specific area or precinct. Land use integration, access, development phasing and services provision are included in precinct plans.
Privately owned airports	Means airports owned by private persons or companies from the private sector
Private-use airports	Means airports used exclusively by private persons or companies for their own private aviation needs, or which can only be used by prior permission of the owner or licensee
Provincial airport	Means an airport owned by a provincial government
Public air transport service	Means an air service that has as its main purpose the transport of passengers, cargo, or mail
Publicly owned airports	Means airports owned by the national Government, provincial government or a municipality, or airports owned by parastatals, including those owned by ACSA for as long as the State has a majority share in ACSA
Public-use airports	Means airports that are used by the general public and which are accessible to members of the public

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Recreational aviation	Means non-commercial generating flying of microlight, glider, balloon, gyroplane, hang glider, paraglider, model aircraft, light sport aircraft, touring motor glider, parachute, or involvement in aviation events
Regulating Committee	Means the Regulating Committee established in terms of the Airports Company Act
Reliable air service	In the context of air transport services refers to a sustained air service that is trustworthy in financial, technical and operational terms
Scheduled international air transport service	Means an air transport service in connection with which flights are undertaken: (a) Through the airspace over the territory of more than one state; (b) (i) between the same two or more airports; or (ii) with such a slight variation from the route referred to in (i) that each flight can reasonably be regarded as being between the same two or more airports; (c) (i) according to a published timetable; or (ii) with such a degree of regularity and frequency that they constitute a recognisable systematic series of flights and in such a manner that each flight is open to use by members of the public
Slot	Means the permission given by the Slot Coordinator according to the Airport Slot Coordination Regulations, 2012, to use the full range of airport infrastructure necessary to operate an aircraft at a coordinated airport on a specific date and time for landing or take-off
Small aircraft	Refers to any aircraft with a certificated mass not exceeding 5 700 kilograms
Social sustainability	Means the continued existence of positive social conditions
Spatial Planning and Land Use Management Act	Means the Spatial Planning and Land Use Management Act 2013 (Act No. 16 of 2013)

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Sports aviation	Means flying for competition or event purposes
State Party	Means a State signatory to the Abuja Treaty and such other African countries which, though not a party to the said Treaty, has declared in writing its intention to be bound by the Yamoussoukro Decision. (Also see: “Countries bound by the Yamoussoukro Decision”)
Sustainable development	means development that meets the needs of the present without compromising the ability of future generations to meet their own needs." For development to be viable, benefits must outweigh costs.
Tax	Refers to any levy to raise revenue for national, provincial, or municipal treasuries, which will be used for general or specific public (i.e. non-aviation) purposes
Transit Agreement	Means the International Air Services Transit Agreement, 1944, as incorporated in the Civil Aviation Act
Transport authority	Means a local or provincial authority responsible for transport planning and development, which had been declared as such in terms of the National Land Transport Act, 2009, or similar provincial legislation
White Paper on National Transport Policy	Means the White Paper on National Transport Policy, 2021
Whole of State-Owned Aviation Assets Approach	Means the strategic & developmental impact of state entities in aviation

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1. INTRODUCTION AND BACKGROUND

Civil aviation acts as a virtual bridge that is essential for local, regional, and international trade as well as investment, and tourism. It facilitates the economic flow of goods, people, and ideas, which are crucial drivers of economic growth. This sector continues to be a significant contributor to South Africa's economy. Civil aviation continues to be a significant contributor to South Africa's economy. The International Air Transport Association (IATA) released a study titled “The importance of Air Transport to South Africa”, which was aimed at assessing the contribution of air transport to the economy of South Africa. In summary the study found that in 2014, the sector supported around 490,000 jobs and contributed approximately R154 billion to the GDP which makes it crucial to the national economy.

The study further found that airlines, airport operators, on-site enterprises (such as restaurants and retail), aircraft manufacturers, and air navigation service providers contributed about $5.2 billion to the local economy and 70,000 direct jobs. Additionally, the sector supports another 113,000 jobs through local supplier purchases and 48,000 jobs through employee wages. Foreign tourists arriving by air to South Africa, who spend around $4.3 billion, are estimated to support an additional 241,000 jobs. In total, air transport and tourists arriving by air support 472,000 jobs. The Airports Company South Africa (ACSA) has further supported 14,950 jobs and contributed R2.8 billion in income to workers in South Africa.

According to the IATA study titled “the value of air transport to South Africa” released in 2023 Africa was the largest market for passenger flows to and from South Africa before the COVID-19 pandemic, followed by Europe and Asia Pacific. South Africa’s passenger facilitation score (3.9/10) was higher than the Africa average (3/10). In terms of air cargo facilitation, customs and border regulation South Africa ranks 41st out of 124 in the Air Trade Facilitation Index (ATFI) and 9th out of 135 in the eFreight Friendliness Index (EFFI)3. Whilst the Enabling Trade Index (ETI) ranks South Africa 55th out of 136 globally for facilitating the free flow of goods across borders and to destinations.

The COVID-19 pandemic had a significant impact on passenger traffic, with losses totaling -15.6 million in June 2020 and -16.6 million in August 2020. This downturn put 269,000 jobs at risk in June and 287,700 in July.

However, with the steady recovery currently being experienced, IATA projects that the number of passengers travelling to, from, and within Africa could reach

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over 260 million by 2035. The cargo market has also seen a surge, supported by cross-border e-commerce and capacity limitations in ocean shipping.

South Africa ranks number one in Africa for aviation safety systems, with a safety oversight system rated at 91.11% by ICAO in 2024. The country has maintained a 0% fatal accident rate in the commercial airlines sector for nearly four decades.

The aviation industry is crucial to both global and national economies. The challenge is to create an air services environment that offers flexibility and choice for suppliers and consumers, while ensuring sustainable development and promoting tourism and trade. Global trends like "open skies," low-cost carriers, e-commerce, and proliferation of private airline operators continue to significantly impact South Africa's aviation industry. Therefore, South Africa's aviation policy review should consider the global shift towards progressive liberalisation in order to achieve among other things, increased connectivity, and reduced airfares, this will further reduce regulatory restrictions and forming new trade agreements. The goal is to develop a long-term policy framework that ensures the South African air transport industry is safe, cost-efficient, sustainable, globally competitive, and environmentally friendly.

1.1 Background

1.1.1 Historical Overview of Aviation Policy Development in South Africa

The overview below highlights the evolution of South Africa's aviation policy from a monopolistic, apartheid-era system to a more competitive and regulated industry in the democratic era

Apartheid-era Legislation: 1948 – 1991

During apartheid, South African Airways (SAA) enjoyed a monopoly on main domestic routes due to the International Air Services Act of 1949. At the time, competing airlines had to prove, amongst other things, that a need existed, and that the incumbent airline was not delivering an adequate service. This led to SAA dominating high-density routes while private airlines operated feeder routes. Prior to the deregulation of the market, only four airlines were active in the domestic market: SAA from 1934 (main routes and main airports); Comair from 1945 (secondary routes); Link Airways (later known as SA Airlink) from 1978 (secondary routes); Bop Air (later known as Sun Air) from 1979 (Smith 1998:241)

By the 1980s, SAA faced cost pressures and international isolation due to apartheid, resulting in attacks on its offices and sanctions like the US Comprehensive Anti-Apartheid Act of 1986, which banned SAA flights to the US. The following year, SAA services to Perth and Sydney in Australia were

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ended, in light of the Australian government's opposition to apartheid. Economic sanctions also led to increased domestic fares and strategic adjustments by SAA.

Transition to Deregulation: 1987 – 1994

The 1987 White Paper on Privatisation and Deregulation proposed deregulating the air travel industry to foster competition, efficiency, and lower fares. With the end of apartheid in 1990, international sanctions eased, and South Africa resumed global diplomatic and commercial links. The 1990s saw the lifting of aviation bans and the return of international carriers to South Africa.

Democratic Era: 1994 – Present

Post-1994, the functions of managing state-owned airports, air traffic and navigation services were transferred from the Department of Transport (DoT) to newly established entities like Airports Company South Africa (ACSA) and Air Traffic and Navigation Services (ATNS). ACSA was created in 1993 to manage major airports, while ATNS was established in 1993 to provide air traffic services on a commercial basis. Unlike ACSA, ATNS remained wholly government owned to date. The South African Civil Aviation Authority (SACAA) was formed in 1998 to oversee aviation safety and security. SACAA also supports regional aviation safety initiatives.

This overview highlights the evolution of South Africa's aviation policy from a monopolistic, apartheid-era system to a more competitive and regulated industry in the democratic era.

The Reconstruction and Development Programme 1996

In 1996, South Africa's democratic government introduced the Reconstruction and Development Programme (RDP) to address socio-economic challenges and dismantle the apartheid system. The RDP was followed by a set of other more targeted policies, such as the Growth, Employment and redistribution Strategy. This was the context that formed the backdrop of the development of the 1996 White Paper on National Transport. This policy aimed at developing all transport modes in an integrated manner.

The White Paper led to the implementation of various policies, laws, and programs to reform civil aviation. Key legislation included the Airports Company Act of 1993, the Air Traffic and Navigation Services Act of 1993, and the Civil Aviation Authority Act of 1998. These laws established the Airports Company South Africa (ACSA), the Air Traffic and Navigation Services (ATNS), and the South African Civil Aviation Authority (SACAA), forming the foundation for modern aviation regulation and operations in South Africa.

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White Paper on National Policy on Airports and Airspace Management, 1998

The White Paper on National Policy on Airports and Airspace Management, 1998 was developed to address the need for a comprehensive policy on airport management, considering significant changes in South Africa and the civil aviation industry. Key changes included:

- The new Constitution of South Africa (1996);
- Deregulation and liberalisation of air transport markets;
- Increased passenger numbers, international tourists, and airline operators;
- Commercialisation of state-owned airports and air navigation services, leading to the establishment of ATNS and ACSA;
- Establishment of the Regulating Committee for economic regulation of ACSA and ATNS;
- South Africa's re-entry into regional and international aviation communities; and
- Restructuring of the Civil Aviation Authority for independent safety oversight.

Aviation Sector Growth (1999-2014)

The aviation sector experienced unprecedented growth, supported by South Africa's strong economy and foreign policy. South African Airways regained its global reputation, boosting trade and tourism. The 2006 Airlift Strategy aimed to expand air traffic and routes, supporting tourism and economic growth.

In preparation for the 2010 FIFA World Cup, the Department of Transport (DoT) developed an Integrated Transport Plan, enhancing aviation capacity at ATNS and SACAA. This included significant airport expansions and the development of King Shaka International Airport. The 25 Year Review in 2019 highlighted these improvements, noting South Africa's world-class airports.

National Civil Aviation Policy (2017)

The National Civil Aviation Policy (NCAP) was introduced in 2017 to address changes in the global economic and aero-political landscape since the 1990s. The policy aimed to promote tourism, investment, trade, and job creation, aligning with continental initiatives like the African Union (AU) and New Partnership for Africa's Development (NEPAD). Developed within the framework of the Constitution and the National Development Plan (NDP), the NCAP incorporated technological advancements and aimed to support future legal and technological developments in civil aviation.

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1.2 Policy and Legal Context

1.2.1 International Policy Context

As a signatory to the Chicago Convention, South Africa has ratified the following international instruments in relation to civil aviation:

Convention on International Interests in Mobile Equipment, held in Cape Town, 16 November 2001. The Convention (CTC) is a treaty designed to facilitate asset-based financing and leasing of aircraft equipment.

- Protocol to the Convention on International Interests in Mobile Equipment on Matters specific to Aircraft Equipment, Cape Town, 16 November 2001. Although South Africa has ratified both the Convention and its Aircraft Equipment Protocol, there are issues with the Declarations made by South Africa. Firstly, the Declarations have not been incorporated in the Cape Town Convention Act. Secondly, the Declarations contain provisions that are viewed to be in contravention to the South African Constitution. Due to these problems, operators from South Africa have not been included in the Cape Town list. Operators from countries that are on the Cape Town list get reduced finance charges for buying or leasing aircraft. The savings can be in the region of 5 million USD for a wide-bodied aircraft.
- Protocol to Amend the Convention on Offences and Certain Other Acts Committed on Board Aircraft, Montréal, 10 September 2010. This is the aviation security-related convention that criminalises actions that are likely to endanger the safety of aircraft.

- Protocol Supplementary to the Convention for the Suppression of Unlawful Seizure of Aircraft, Beijing, 10 September 2010. The Protocol introduces additional security measures to protect aircraft. It also criminalises the use of civil aircraft as a weapon as well as illegal transportation of biological chemical and nuclear weapons.

- Protocol to Amend the Convention on Offences and Certain Other Acts Committed on Board Aircraft, Montréal, 04 April 2014. The Protocol amended the Convention on Offences and Certain Acts Committed on Board Aircraft by providing for additional offences in line with recent developments. It also expands jurisdiction for States' courts to adjudicate on the offences.

- Convention on Compensation for Damage Caused by Aircraft to Third Parties Convention, (not in force). The Convention caps the limit of liability for an operator in case of an accident that causes damage to third parties. This liability was underwritten by insurers. However, after the 9/11 event, most insurance underwriters could not sustain. They, therefore, issued cancellation notices to

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operators. Some States demanded that the operators should have guarantees from their State.

- Convention on International Interests in Mobile Equipment and its Protocol on matters specific to Aircraft Equipment, 2000.

1.2.2 Regional Policy Context

At the continental level, South Africa is a Member State of the African Union (AU), and as a Member State South Africa plays a significant role in the implementation of Agenda 2063 which is the African Union's strategic framework for transforming Africa into a global powerhouse by 2063. The framework aims to achieve inclusive and sustainable development, integration, peace, and security across the continent.

The key flagship projects are designed to drive Africa's transformation and achieve the goals of Agenda 2063 and include:

- **Single African Air Transport Market (SAATM)** aims to create a single unified air transport market in Africa, advancing the liberalisation of civil aviation and promoting economic integration across the continent. This initiative is designed to enhance intra-African connectivity, boost trade and tourism.
- **African Continental Free Trade Area (AfCFTA)** aims to create a single continental market for goods and services, boosting intra-African trade and strengthening Africa's position in global trade.
- **African Passport and Free Movement of People** seeks to remove restrictions on Africans' ability to travel, work, and live within the continent, promoting greater integration and unity.

The African Civil Aviation Commission (AFCAC) plays a crucial role in the execution of SAATM, which seeks to liberalise air transport markets in Africa. As a Member State of AFCAC, South Africa is expected to contribute to the successful execution of SAATM, enhancing connectivity, economic integration, and development throughout the African continent.

Civil aviation issues in the continent are coordinated through the following structures:

- **ICAO Regional Offices** - ICAO has seven regional offices across the globe, and South Africa is affiliated to the Eastern and Southern Africa Regional Office. The roles involve assisting States in implementing regional plans and ICAO standards for air navigation, promoting ICAO air transport policies, and encouraging states to file statistics and implement facilitation measures. Additionally, they collaborate with

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regional bodies like AFCAC to ensure harmony in the development of the international air transport system, provide advice on programming and coordinating regional projects, and monitor and assist states in implementing aviation security measures.

- **African Airline Association (AFRAA)** – It is a trade association of African airlines, headquartered in Nairobi, Kenya. As of 2025, it comprises 50-member airlines, representing over 85% of total international traffic carried by African airlines. Its roles and responsibilities include promoting industry best practices to support safe and reliable air transport in Africa, lobbying for reduced taxes, fees, and charges to lower air transport costs, advocating for market access to increase revenues and enhance connectivity, facilitating partnerships among African airlines to reduce operating costs and increase market share, and serving as a hub for data and expertise on the African aviation industry. Its roles and responsibilities include promoting industry best practices to support safe and reliable air transport in Africa, lobbying for reduced taxes, fees, and charges to lower air transport costs, advocating for market access to increase revenues and enhance connectivity, facilitating partnerships among African airlines to reduce operating costs and increase market share, and serving as a hub for data and expertise on the African aviation industry.

- **Airports Council International (ACI)** - It has seven regional offices, and South Africa is affiliated to the Africa region. Focuses on advocating for airports' interests in regulatory and policy matters. It develops and promotes standards and best practices for airport operations and management, provides training programs and certification for airport professionals, and conducts research and provides data on airport performance and industry trends.

- **Civil Air Navigation Services Organisation (CANSO)** - It is a global trade association for Air Navigation Service Providers (ANSPs), and has seven regional offices, and South Africa is affiliated to the Africa region. It promotes best practices and standards to enhance the safety and efficiency of air navigation services, facilitates cooperation and knowledge sharing among ANSPs to address common challenges, and encourages the adoption of new technologies and innovative solutions. Additionally, CANSO provides training programs and resources to support the professional development of air navigation service personnel, ensuring that ANSPs operate efficiently and safely across the globe.

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1.2.3 National Policy and Legislative Context

Emanating from the Chicago Convention, objectives were set for the safe, secure, efficient and orderly development of civil aviation. On the aero-political level there are still many constraints on traffic rights and market access, which are mostly handled on a bilateral basis. On the technical level, however, the Chicago Convention contains Annexes which prescribes standards and recommended practices (SARPs).

States that have ratified the Chicago Convention (and other related conventions and agreements) must incorporate their commitments into their national legislation.

The Civil Aviation Act of 2009 (Act No. 13 of 2009) is a comprehensive piece of legislation enacted by the South African government to regulate and oversee civil aviation within the country.

Key objectives of the Civil Aviation Act include establishing the South African Civil Aviation Authority (SACAA) with safety and security oversight functions, creating an independent Aviation Safety Investigation Board in compliance with Annex 13 of the Chicago Convention, and implementing provisions of various international conventions related to aviation security and safety. The Act also provides for the development of the National Aviation Security Program which provides for additional measures that seek to enhance the control and security of aircraft, airports, and other civil aviation related infrastructure.

The Civil Aviation Act of 2009 plays a crucial role in ensuring the safety, security, and efficiency of South Africa's civil aviation sector, aligning it with global standards and best practices.

Other relevant legislation includes:

- Air Services Licensing Act, 1990 (Act No. 115 of 1990) establishes the Air Service Licensing Council, which is responsible for the licensing and control of domestic air services in South Africa. This Act ensures that air services are operated in a safe, efficient, and economically viable manner.
- International Air Service Act,1993 (Act No. 60 of 1993) provides for the establishment of the International Air Services Council, which regulates and controls international air services. This Act aims to ensure that international air services are conducted in accordance with international standards.
- Air Traffic and Navigation Services Company Act, 1993 (Act No. 45 of 1993) facilitates the transfer of certain state assets and functions to a public company, the Air Traffic and Navigation Services Company SOC Limited. This company is responsible for providing air navigation

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infrastructure and services to promote the safe, orderly, and efficient movement of air traffic.

- Airports Company Act, 1993 (Act No. 44 of 1993) establishes the Airports Company South Africa (ACSA) and provides for the transfer of certain state assets and functions to this public company. ACSA is responsible for managing and operating 9 South African airports, ensuring they meet international standards and support the country's aviation needs.
- South African Maritime and Aeronautical Search and Rescue Act, 2002 (Act No. 44 of 2002) incorporates international conventions on maritime and aeronautical search and rescue into South African law. It establishes the South African Maritime and Aeronautical Search and Rescue Organisation, which coordinates search and rescue operations to ensure the safety of life at sea and in the air.
- South African Airways Act, 2007 (Act No. 5 of 2007). The objects of this Act are to provide for the transfer of SAA shares and SAA interests from Transnet to the State, the conversion of South African Airways (Pty) Ltd into a public company with share capital, and the listing of SAA as a major public entity in Schedule 2 to the PFMA.

The White Paper on National Transport Policy, 2021 aims to support South Africa's overarching national development goals by improving accessibility, growing the economy, and protecting human resources. It seeks to enhance the safety, security, reliability, quality, and efficiency of transporting goods and people. The policy also focuses on improving South Africa's competitiveness in transport infrastructure and operations, investing in sustainable transport systems, and involving stakeholders in key transport-related decision-making processes

The National Civil Aviation Policy, approved by Cabinet in 2017 aimed to position South Africa's aviation sector to benefit from global changes in the economic and aero-political fields while meeting national, regional, and international obligations. It seeks to ensure the safety, security, and efficiency of civil aviation by aligning with international standards and best practices. The policy also focuses on promoting sustainable development, enhancing connectivity, and supporting economic growth through improved air transport infrastructure and services.

Other Policies which had an impact in the civil aviation sector include:

- The Domestic Air Transport Policy, resulting in the deregulation of domestic air transport in South Africa in May 1990;

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- The International Aviation Policy of South Africa, enabling significant liberalisation in international air transport for South Africa effective from March 1992;
- The Policy on State Airports and Air Traffic and Navigation Services, entrusting the commercialisation of state airports and air traffic and navigation services to two government-owned commercial institutions in July 1992;
- The South African State Airports Policy review, confirming the commercialisation process for the two service functions in March 1995;
- The White Paper on National Policy on Airports and Airspace Management, 1998, aims to enhance the safety, security, and efficiency of South Africa's aviation sector by establishing comprehensive guidelines for airport and airspace management; and
- Airlift Strategy, 2006, aims to enhance South Africa's tourism growth by effectively structuring regulatory measures and removing obstacles through bilateral and multilateral air services negotiations. It focuses on increasing connectivity and accessibility to boost the country's economic development.

1.2.4 Civil Aviation System

The Chicago Convention established objectives for the safe, secure, efficient, and orderly development of civil aviation. While there are still many aero-political constraints on traffic rights and market access, typically managed bilaterally, the Convention's Annexes provide technical standards and recommended practices (SARPs).

Countries that have ratified the Chicago Convention and related agreements must integrate these commitments into their national laws. This occurs at two levels: primary legislation, processed by Parliament, and secondary legislation (regulations), enabled by primary legislation and approved by the relevant Ministers.

The civil aviation system is governed by two main sets of regulatory functions:

- Safety, Security, and Environmental Regulations: These include policies, legislation and technical standards to ensure safety, security, and environmental compliance both on the ground and in flight. These also cover incident and accident investigations, passenger facilitation and related matters specific to Remotely Piloted Aircraft Systems.

- Wider Regulatory Functions: These involve policies and regulation on infrastructure planning, air service licensing, international traffic rights

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allocation, economic considerations, and monitoring the financial practices and performance of air carriers.

The system is influenced by six stakeholder categories:

- Governance Stakeholders: Responsible for policy making, regulatory legal instruments, and implementing the Chicago Convention (1944). These stakeholders are represented mostly by the Department of Transport as well as the South African Civil Aviation Authority. Other governance related stakeholders include the economic regulator, competition authorities, relevant national government departments, as well as the provincial and local government departments responsible for provincial and municipal airports.

- Commercial Stakeholders: Involved in purchasing and providing goods and services such as aircraft, maintenance, fuel, air transport services, and training. This group includes air carriers, air service licensees, airports, air traffic and navigation service providers, flying schools, aviation academies, aircraft maintenance organisations, and aircraft manufacturers, represented by various industry associations and clubs.

- Support Stakeholders: Facilitate the operational aspects of civil aviation, including travel agents, insurance companies, banks, and cargo shippers.

- Society Stakeholders: External groups with a vested interest in the civil aviation system's outcomes, focusing on economic, safety, security, and environmental performance. This group includes passengers, freight service users, civil society, environmental groups, airport residents, organised labour, and the media.

- Security Stakeholders Handle national security policies and regulations, represented by the Department of Defence and Military Veterans, Secret Services, South African Police Service, Border Management Authority (BMA), and other security-related bodies.

- Air traveller Stakeholders: Any individual or group with a vested interest in the air travel industry. These stakeholders can influence or be influenced by the operations, policies, and performance of airlines, airports, and related entities. This group includes passengers, employees, local communities and government agencies.

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1.3 Brief Overview of the policy process followed

The government departments included the DOT (Branch: Civil Aviation), Public Enterprises (DPE); National Treasury (NT); Tourism; Trade, Industry and Competition (the dtic); South African Weather Service. The SOCs included SACAA, ATNS, ACSA, SAA, and Competition Commission. This is aimed at engendering a central policy coordinating mechanism necessary in overseeing the policy review process and its implementation thereof.

The Airports Company South Africa (ACSA) was duly appointed by the DG: Transport to chair the APRC, which was composed of Aviation State Entities and relevant National Government Department representatives. It served as an internal State instrument that worked tirelessly to deliver the Ministerial brief of reviewing the civil aviation policy. APRC Working Groups, led by champions with depth of knowledge on various subject matters, were established. These aligned to the specific areas of priority intervention for policy review.

The APRC Working Groups, composed of experts from government departments and aviation entities, conducted research and formulated policy positions on various topics. These groups included Trade Facilitation and Airfreight, Aviation Transformation (Training in Aviation and B-BBEE Charter), Centralization of the Flag Carrier, Domestic Aviation, Airport Infrastructure Development (Aerotropolis and Airport Cities), International Aviation (Multilateral Bodies); Research; Safety, Security and Environment, Technology Development (Remotely Piloted Aircraft System), and the Civil Aviation Master Plan. The Secretariat, made up of officials from the DOT, assisted the APRC with the administration and coordination of the policy review process and ensured harmonization amongst the APRC Working Groups.

2 Problem Statement

Civil aviation plays a crucial role in international trade, investment, and tourism, as well as domestic transport, sports, and recreation. Therefore, promoting an efficient, reliable, and sustainable South African aviation industry is essential, while maintaining control over air transport services within a clear regulatory framework. Civil aviation policy cannot be considered in isolation and should be in harmony with international standards and the government’s broad policy framework.

As a signatory to the Chicago Convention, the government supports its key objectives. These include ensuring the highest standards of aviation safety and security in compliance with international standards and recommended practices (SARPs) set by ICAO. Additionally, it promotes the efficient and orderly development of civil aviation to facilitate international trade, investment, and tourism. Adhering to environmental standards to minimize the aviation industry's

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impact on the environment is also a priority. The implementation of a regulatory framework that supports the liberalisation of air transport, the introduction of advanced airport and air traffic management systems, and the regulation of Remote Piloted Aircraft Systems (RPAS) is essential. Furthermore, the government collaborates with other ICAO Member States to ensure global aviation standards are met and maintained.

The COVID-19 cost massive disruptions around the world, with countries forced to implement lockdown measures as a way of curbing the rapid spread of the virus, among the lessons that were learnt in the COVID shutdown period was how critical aviation was to the very vital value chain. This requires inbuilt resilience, and capabilities as well as protocols for “disaster recovery”. With the devastating effects of COVID-19 on the aviation sector, there is a sufficient consensus on the need for urgent change in the policy trajectory.

Amongst the weaknesses identified in these frameworks are the lack of absence of deliberate action to protect the South African market, and national interest. This approach is common practice across the world. It is also apparent that the current frameworks are not comprehensive, transformational and instructive, to bring certainty and drive inclusive growth in the sector. There is an urgent need for significant change in the policy trajectory aimed at the promotion of national interests and domestic growth of the aviation sector. There is a need for a policy trajectory that prioritizes economic growth through deliberate integrated actions amongst all stakeholders for the greater good of the country whilst balancing the need for promoting competition and diversification of air transport services.

To ensure that South Africa's aviation sector remains safe, efficient, sustainable, and globally competitive, the White Paper on National Civil Aviation Policy was approved by Cabinet in 2017. However, due to continuously evolving global trends such as "open skies," low-cost carriers, technological advancements, and the significant impact of Covid-19 on the aviation industry, it is necessary to review the current policy environment.

This policy document provides direction in respect to the following identified pillars:

- Safety and Security;
- Provision of Air Navigation Services;
- Airport Infrastructure;
- Aerotropolis;
- Environmental Protection;
- Economic Regulation;

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- Airfreight;
- International Air Transport;
- Quality of Aviation Services; and
- Strategic and Developmental role of state aviation assets:

2.1. Airport Infrastructure Development

South Africa's air transport infrastructure is highly ranked globally, but this assessment only considers a limited number of airports. The National Airport Infrastructure Strategic Framework identified over 500 airports, aerodromes, and landing strips, many of which are in poor condition.

High levels of non-compliance are often experienced at provincial and municipal government owned airports due to a lack of skilled human resources, competing priorities, and limited financial resources. Aviation is often seen as a luxury, overshadowed by basic service delivery needs.

Addressing these issues requires policy-level interventions, such as using Municipal Infrastructure Grants for airport upgrades and maintenance, recognising the strategic economic importance of airports. Additionally, attracting private investors, operators and public to these airports should be a priority for both local and national governments.

Furthermore, airports are not dynamically connected to the other modes of transport that comprise the integrated transport network of the country, such that there is promotion of economic development as well as affordable and safe transit in the country and beyond. Aviation is often seen as a luxury mode, rather than a necessary and complementary mode within the overall integrated transport network for mass transit of commuters, tourists, business travelers, as well as essential for aviation-friendly (cold chain, time sensitive, low weight, high value, etc) cargo.

Most airports in South Africa and globally are financially sustainable based on aeronautical revenue alone. In particular, provincial and municipality-owned airports in South Africa are struggling to sustain their commercial viability. Ultimately the success or failure of an airport facility, in financial terms, is demand-driven and depends upon the willingness of direct and indirect clients. Thus, contributing to the overall revenues of the facility, which should depend not only on direct aeronautical revenues, but also on optimising non-aeronautical

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revenues within the airport, the airport precinct, and compatible and related developments within the airport city.

Land-use developments around airports often encroach on the airport perimeter, creating a limitation for the future expansion of the airport. Local authorities have historically failed in their responsibility to control unauthorized land-use developments in the areas adjacent to airports. This may be related to different planning cycles for airports and local municipalities, a lack of knowledge of airport operations by some municipalities.

Airport planning should ideally be demand based to be affordable and sustainable, but the airport planning must take into account its full potential in future. Spatial planning and land use approvals must take into account not only current utilisation but also future growth and diversification. Inappropriate land uses should be discouraged.

There is a need to ensure that airports are included in the formulation of spatial development frameworks in terms of the Spatial Planning and Land Use Management Act, the IDPs and local Economic Development Plans. In addition, future Aerotropolis, Airport Cities and Airport developments (Master Plans), and multimodal transport planning must be included in all transport plans.

2.2. Airfreight

South African markets play a significant role in the global supply chain due to its diverse economic activities, advanced infrastructure in the region, and participation in international trade. Airfreight facilitates the connection of South African markets with global markets in a speedily, secured, and efficient manner.

However, the South African airfreight sub-sector lacks a government framework that coordinates and guides development, and promotion of airfreight. As a result, there are disjointed approaches, operational silos, and barriers to market entry, which affect growth and competitiveness. Furthermore, the South African airfreight corridor network is not well defined and lacks clear interconnectivity among the national, provincial, and local airports, as well as between different transportation modes. Better understanding of the underlying flows would lead to better planning, evidence-based investments in infrastructure.

2.3. National Carrier and Other Airlines

Major South African airlines have faced financial difficulties, exacerbated by the COVID-19 pandemic. The decline in air travel demand and mobility restrictions led to the suspension of flight operations and significant revenue losses. Airlines

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and companies in the air transport value chain were forced to lay off staff and undergo mass retrenchments. The airline industry has historically operated on low margins, with many airlines struggling even prior to the pandemic.

The hard lockdowns implemented to contain the virus devastated airlines, airports, and ancillary aviation services. South African Airways (SAA) entered business rescue processes, while South African Express Airways (SAX) and Comair Limited were liquidated and Mango is under business rescue. Other airlines also reported significant revenue losses but gradually resumed services as lockdown restrictions eased.

2.4. Governance of Aviation Training Organisations (ATOs)

The SA aviation training environment is currently dominated by private training organisations, who are not aligned to the National Qualifications framework in some of the areas, and who have not done well in promoting diversity and inclusion, as well as career management and talent pipelines, in the various aviation professions. There is also poor utilisation of the emerging immersive digital technologies and online learning platforms.

South Africa has 21 Sector Educational and Training Authorities (SETAs) under the Skills Development Act, covering all economic sectors. However, there is a lack of alignment with the National Qualifications Framework (NQF) for Air Traffic Controllers, cockpit and cabin crew training. Furthermore, other aviation related qualifications such as safety and security offered by ACI and ICAO are not recognised by the South African Qualifications Authority (SAQA), limiting career progression. This gap has deepened transformation challenges in the aviation sector, particularly in the Air Traffic Control and pilot professions. There is an urgent need to professionalise these aviation professions.

Pilot training is dominated by privately owned ATOs, which operate with little competition, often leaving previously disadvantaged individuals (PDIs) without support. The current governance system in flying schools lacks an appeal mechanism for disputes arising from flight examinations, leading to arbitrary decision-making.

Historically, SOCs such as Denel, ATNS, ACSA, the South African Air Force (SAAF), and national flag carriers like South African Airways (SAA) and South African Airways Technical (SAAT) provided aviation-related training. This ensured a steady supply of skills to the aviation industry for many years. However, budget cuts and financial challenges have recently eroded this capability.

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2.5. Technology, Digitalisation, Research and Innovation

An enabling regulatory framework, coupled with deliberately building a deliberate ecosystem of research, development and innovation, can position South Africa to be among the leading and pioneering markets of aviation advancements. This includes emerging aerospace transportation and fostering partnerships with the private sector, innovation support agencies, and academia to accelerate technology adoption and undertake priority research.

Technological developments and innovation are primarily driven by business needs, while regulators have traditionally been reactive. With the rapid pace of change in aviation, regulators cannot afford to be reactive, as this can hinder innovation and development. This issue was evident over the past decade with the regulation of Remotely Piloted Aircraft Systems (RPAS). This policy document aims to address this challenge and promote RPAS technology development in South Africa.

The introduction of new technologies also brings safety and security challenges. For example, the automation of aircraft systems, air navigation systems, and airport systems has raised concerns about cyber threats. Regulations have lagged in prescribing robust mitigation measures. The regulation of RPAS has similarly faced challenges, with inadequate measures in place to address the threats they pose to safety and security.

2.6. Environmental Protection

Under the Paris Agreement, ICAO Member States recognized the necessity to reduce greenhouse gas emissions and limit global temperature rise to 1.5 degrees Celsius. To support this, ICAO established a long-term global aspirational goal (LTAG) for international aviation to achieve net-zero carbon emissions by 2050.

To progress towards this net-zero goal, ICAO adopted Vision to reduce CO_2 emissions in international aviation by 5% by 2030. This reduction is to be achieved using Sustainable Aviation Fuels (SAF), Lower Carbon Aviation Fuels (LCAF), and other cleaner energy sources. States are required to report their emission reduction contributions through the State Action Plan. However, the current reporting is limited to Performance-Based Navigation (PBN) and does not include other mitigation measures. This limitation hinders the comprehensive

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tracking and reporting of efforts to reduce CO2 emissions, making it difficult to achieve the ICAO Vision of a 5% reduction by 2030 and the long-term goal of net-zero carbon emissions by 2050.

2.7. Regional Cooperation

South Africa is known for leading initiatives that benefit the region and the continent but often fails to commit appropriate capacity through human resource deployment in these institutions. There is a need for mechanisms to properly identify, recruit, and deploy qualified South African professionals to multilateral institutions to benefit the country through capacity development and build the capacity of these institutions.

2.8. Global Governance Institutions

South Africa's participation in global aviation governance bodies has historically been impressive, with the country recognised as an industry leader. The South African government's leadership in these multilateral forums concerning policy formulation and implementation has been applauded. South Africa is a member state of ICAO, which is a specialised agency of the United Nations, comprising 193 Member States. It focuses on establishing international Standards and Recommended Practices to ensure aviation safety, security, efficiency, and environmental protection. ICAO's role includes developing policies and standards for various aspects of international civil aviation, such as air navigation, airport operations, and accident investigation. Furthermore, South Africa's aviation State Owned Companies are members of voluntary international organizations such as CANSO, IATA and ACI. CANSO serves as a global voice for air navigation service providers, supporting the implementation of ICAO programmes and objectives. IATA focuses on leading and serving the airline industry on critical issues such as safety, security, efficiency, and sustainability. ACI serves as the global trade representative for the world's airports, and provides advocacy, training, and best practices to enhance airport operations, safety, and environmental sustainability.

2.9. Transformation

Despite the efforts of the existing frameworks, the aviation sector remains largely untransformed. The South African Constitution's imperatives, such as reversing injustice and racial discrimination, healing past divisions, and creating a society based on social justice and BBBEE frameworks, have ensured compliance on paper but limited implementation. The Aviation BEE Charter sets targets for transformation, but its focus is inadequate in driving transformation from "cradle

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to grave." It falls short of empowering organisations to make a difference beyond their spheres of influence, particularly in addressing barriers to entry faced by many PDIs in the aviation value chain.

3 Policy Vision, Mission and Strategic Objectives

3.1 The Vision

Safe, secure, reliable, effective, efficient and fully integrated civil aviation operations and infrastructure that meet the needs of users at improving levels of service and cost in a fashion which supports government strategies for economic and social development whilst being environmentally and economically sustainable.

3.2 The Mission

To maintain a competitive civil aviation environment which ensures safety in accordance with international standards and enables the provision of services in a reliable, efficient and environmentally friendly manner at improving levels of service and cost while contributing to the social and economic development of South Africa and the region.

3.3 Strategic Objectives

Civil aviation should promote the national interests of South Africa in general, facilitate and enhance the expansion of trade and tourism. The strategic objective of civil aviation is to:

a) Promote and enhance civil aviation safety, security and environmental compliance in all spheres of the civil aviation industry;

b) Promote the National Interest of South Africa and facilitate the expansion of trade and tourism (including sport and adventure tourism);

c) Further promote the development of an efficient and productive aviation industry, which is capable of competing both domestically and internationally;

d) Ensure that civil aviation contributes meaningfully to the development of human resources, meeting basic needs and broadening all South African citizens' participation in the economy;

e) Maintain an appropriate and cost-effective regulatory framework, ensuring safe, secure, environmentally friendly and reliable air services, capable of responding to changing circumstances;

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f) Facilitate the application of free-market principles as far as possible, relevant to economic decisions in all industries, which will apply equally to aviation services with a view to maximising consumer choice and satisfying consumer's needs;

g) Meet the needs of all users of aviation-related services;

h) Enable preservation of aviation heritage;

i) Be environmentally and economically sustainable;

j) Promote sound relations with other countries, groups of countries and related regional and other international organisations;

k) Transform the aviation industry by broadening economic participation in the provision of aviation-related services; and

l) Provide for adequate consultative forums in well-defined communication systems

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3.4 Theory of Change

IMPACT	OUTCOMES	OUTPUTS	ACTIVITIES	INPUT	EXTERNAL CONDITION
Safer civil aviation	Improved safety records which will ensure safe air space for airlines to operate in and out of South Africa.	• Increased confidence and trust of passengers, airlines, and other stakeholders • High safety record (SA to maintain an Effective Implementation of more than 65%.	• Continuous certification of safety personnel; • Participation at ICAO safety Panels; • Participate in the USOAP – Universal Safety Oversight Audit Programme by ICAO. • Develop and enforce regulations and standards for safety	• Human (safety inspectors) • Financial (Training expenses) • Technology	The international civil aviation Standards and Recommended Practices are harmonized and aligned with the legislation and regulations.
Enhanced socio-economic growth and development.	Improved integration and coordination of civil aviation activities	• Create more opportunities for trade, tourism and investment • Generated income and employment in various sectors • Market diversification and expansion program	• Invest in infrastructure for air transport • Upgrading and maintaining infrastructure and equipment • Engaging in bilateral and multilateral agreements	Financial (Infrastructure development to be included in the ACSA and ATNS CAPEX) Stakeholder engagement for civil aviation coordination and	The global and regional economic and political environment remains stable and conducive for trade and tourism

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IMPACT	OUTCOMES	OUTPUTS	ACTIVITIES	INPUT	EXTERNAL CONDITION
		for civil aviation that involves opening new routes, increasing frequencies, reducing fares, promoting regional integration, attracting new airlines • Increased market share and competitiveness of South African civil aviation sector		cooperation that is inclusive	
Improved performance and sustainability of civil aviation operations	Fostered innovation and competitiveness in the aviation industry	Adapt to changing market conditions and customer preferences	• Invest in technology for air transport • Support research and development on emerging technologies and best practices for civil aviation • Skills development in aviation	Technical resources	The public and private sector stakeholders in the civil aviation sector cooperate and coordinate effectively to achieve common goals and objectives

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IMPACT	OUTCOMES	OUTPUTS	ACTIVITIES	INPUT	EXTERNAL CONDITION
Improved sustainability and resilience of the sector	Improved environmental sustainability	Mitigated negative impacts of aviation on climate change	Implement measures for carbon reduction and offsetting	Existing resources and capacities from other sectors or institutions such as transport, energy, education, science	The environmental and social impacts of civil aviation activities are minimized and mitigated through appropriate measures and practices

ASSUMPTIONS:

Assumptions for the NCAP:

- There is political will and commitment for civil aviation development;
- There is sufficient demand and supply for civil aviation services and infrastructure;
- There is effective coordination and cooperation among civil aviation stakeholders and partners;
- There are no major disruptions or shocks that may hinder civil aviation operations;
- There is alignment and consistency between the NCAP and other national policies or strategies, such as economic development, environmental protection, social inclusion and tourism recovery strategy;
- Availability of SETA funding mainly for PDIs;
- Interest and access in aviation education among PDIs;
- Adequate infrastructure investment in airports; and
- Government policies' support of future growth in the aviation sector.

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3.5 Policy Objectives

a) To ensure that the levels of safety and security are improved through the South African civil aviation industry, and supporting the African continent to achieve the same, whilst ensuring that the industry continues to develop sustainably.

b) To promote a viable, commercially sustainable and agile flag carrier which is responsive and capable of adapting to difficult environments. The airline must play a strategic role in the development of the economy and contribute toward trade and tourism and the growth of aviation cargo and passengers

c) To ensure that Planning and integration of airports into the broader transport network should be coordinated through the National Airports Development Plan. The Plan will guide all present and future airport development in consultation with all relevant stakeholders. Further, it will guide and support both overall network planning and the development of individual airports integrated within their broader spatial and transport contexts, in consultation with key airport stakeholders.

d) To promote the national planning and integration of airports into the broader transport network in respect of modal integration as well as in the context of the total air transport system should be coordinated with the other spheres of government.

e) To position South Africa as the key facilitator through enabling seamless movement of goods within the region and continent by encouraging the development industries to unlock economic opportunities such as the Air Freight, Infrastructure Investment, and Aviation Human Resource Development.

f) Strengthen the effective designation and management of airspace, in order to achieve a balance between safety, cost-effectiveness, the environment and service efficiency, to the benefit of all users, and in the interest of the State and the general public.

g) To transform the aviation industry by broadening economic participation in the provision of aviation-related services and to maintain South Africa

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‘s position as a regional training hub for the regional, Africa and the Middle East.

h) To promote a sustainable and career-driven employment opportunities in the aviation industry and increased Industry intake of internship candidates to support skills development.

i) To enhance seamless adaptation and incorporation of emerging technologies to regulations and policies governing the air transport sector.

4. Policy Statements

Based on the Policy issues identified, and the Problem Statement, this section proposes the following policy interventions

4.1 Safety and Security

Issue

The current situation is as follows:

- Civil Aviation Security - The National Aviation Security Programme outlines the security responsibilities of airport operators, air navigation service providers, air carriers, and other designated aviation participants. The South African Civil Aviation Authority (SACAA) oversees these responsibilities.
- National Security - Civil aviation security is part of the broader national security framework. This involves various national government organs, including the Department of Transport, South African Police Service, State Security Agency, Department of International Relations and Cooperation, Department of Home Affairs (Immigration), Border Management Agency (BMA), South African Revenue Service (Customs), and the South African National Defense Force. These entities, along with the Air Traffic and Navigation Services Company and Airports Company South Africa, are represented in the National Aviation Security Committee (NASC).

The following issues have been identified:

- There is lack of clarity on the identified responsibility for the development, review, and implementation of the NASP.
- There are smaller airports which are not designated and fall outside the ambit of the NASP, thereby operating without the regulatory framework established that governs general principles related to the security of civil aviation operation.

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Standard 5.4 of the ICAO Annex 13 mandates the independence of the Accident Investigation Authority, ensuring it has unrestricted authority over investigations. South Africa, as an ICAO Member State, must investigate aircraft accidents and serious incidents per Annex 13.

Currently, the Aircraft Accident and Incident Investigation Division (AIID) handles these investigations under a Ministerial Order. However, ICAO audits in 2007 and 2017 found that the AIID's functional independence is compromised by its administrative ties to SACAA, potentially creating conflicts of interest. Despite measures to establish independence, the AIID's independence remains an issue due to shared resources and administrative reporting to SACAA.

With regards to flight inspection, the SACAA is currently responsible for both flight calibration and regulatory oversight, creating a conflict of interest.

Policy Statement

The DoT shall:

a) Continue to be responsible for setting the standard and developing national civil aviation security policies, including the National Aviation Security Programme (NASP) in compliance with Annex 17 to the Chicago Convention.
b) Establish the independence of the aircraft accident investigation authority.
c) Review relevant legislative frameworks to ensure a clear separation of responsibilities between service provision and regulatory oversight on flight inspection to align with ICAO SARPs and global best practices as well as support the government's initiative to enhance governance and integrity in our aviation system.

4.2 Provision of Air Navigation Services

Issue

The nature of Air Traffic Services (ATS) makes it impractical to set rigid criteria for service provision. The introduction of the ATM Operational Concept, which includes collaborative decision-making and airspace organisational management, requires regular reviews of the National Airspace Master Plan to guide strategic and tactical decisions. Transparent procedures and criteria, along with clear roles and responsibilities for stakeholders, are necessary for designating airspace and providing ATS. Additionally, provisions should be made for the specific needs of sport and recreational aviation where appropriate.

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In congested settings, conflicts may arise between technical (safety and operational) and commercial considerations of airspace and airport congestion. Operational slots must be prioritized through a schedule coordination process to ensure orderly and safe operations.

Airspace management including air navigation services for civil aviation activities is the sovereign responsibility of the state delegated to the Air Traffic and Navigation Services to ensure national security within the national airspace. It is imperative to ensure that there is a single point of accountability in the achievement of this objective. Private service providers offering air navigation services within the South African airspace compromises the national airspace control provided by ATNS, posing -national security risks.

Policy Statement

ATNS shall have the sole mandate for civil airspace management, to mitigate against the national security risks that arise from the fragmentation created by the existence of multiple air navigation service providers.

4.3 Airport Infrastructure

Issue

Airport development should not be considered in isolation, but be integrated into all national, provincial and municipal economic and spatial development initiatives. At the same time, airport development also needs to meet the social needs and objectives of local communities.

There needs to be synergy between airport development and the development strategies of all spheres of government. The national planning and integration of airports into the broader transport network in respect of modal integration as well as in the context of the total air transport system, need to be coordinated with the other spheres of government.

Policy Statement

The DoT shall develop a National Airports Development Plan (NADP) to guide current and future airport development in consultation with relevant stakeholders. This plan will coordinate the integration of airports into the broader transport network and spatial planning and land-use, and promote the development of Aerotropolis and Smart Airport Cities. It will further articulate the government's position on the provision and upkeep of airport infrastructure in South Africa and to achieve socio-economic development goals.

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4.4 Aerotropolis

Issue

The concept of the aerotropolis is an important urban planning concept where airports serve as the core of commercial and economic development driving growth and innovation. Aerotropolis developments can unlock numerous opportunities including job creation, infrastructure development, increased domestic and international connectivity, logistics, e-commerce, and other forms of innovation linked to urban regeneration and environmental sustainability.

Most current airport planning approaches are fragmented into various planning domains and conflicting stakeholder interests. An integrated aerotropolis planning is a formidable complex task that requires aligning a broad range of stakeholders and integrating, reconciling and synergising:

- business site planning and profitability objectives of individual firms making capital investments;
- airport planning and ground transportation planning objectives of ensuring maximum access to the airport and business sites at minimal time and cost; and
- urban and regional planning objectives of economic efficiency, livability and environmental sustainability.

- The potential of wider airport precincts to support both aeronautical and non-aeronautical revenue is not fully realised;
- While commercial developments around airports, including offices, shops, tourism facilities, hotels, restaurants, fuel stations, and warehouses optimise land use and maximise non-aeronautical revenue, such developments can encroach on airport land, complicating future expansion and full utilisation of the airport; and
- Airports are planned in isolation from local development planning or without considering municipal plans. Similarly, issues occur when municipal developments and transport plans do not account for the long-term needs, growth projections, and environmental impact of airport activities.

Policy Statement

The DoT shall facilitate that future Aerotropolis, Airport Cities, and airport developments be integrated into all transport plans, including multi-modal transport planning (rail, road, air) and public transport, leveraging on the National Land Transport Act (NLTA). Furthermore, DOT shall collaborate with the South African

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Local Government Association and the South African Cities Network, the Department of Trade, Industry and Competition and Cooperative Governance and Traditional Affairs (CoGTA) to develop a National Strategy Paper on the Aerotropolis as an economic trajectory.

4.5 Environmental Protection

Issue

Government policy on environmental management requires all developments impacting the environment to follow the Integrated Environmental Management (IEM) process, providing decision-makers with sufficient information.

The 41st Session of the ICAO Assembly in 2022 adopted *Resolution A14-21 - Consolidated statement of continuing ICAO policies and practices related to environmental protection - Climate change*. Through this Resolution, the ICAO Assembly adopted the collective long-term global aspirational goal for international aviation (LTAG) of net-zero carbon emissions by 2050, in support of the Paris Agreement's temperature goal.

In order to gradually move to the achievement of the net-zero aspirational goal, ICAO adopted a Vision to reduce CO_2 emissions in international aviation by 5% by 2030. This would be achieved through the use of Sustainable Aviation Fuels (SAF), Lower Carbon Aviation Fuels (LCAF), and other available cleaner energies.

South Africa has developed a State Action Plan for the reduction of aviation Carbon emissions. The State Action Plan is only covering one measure, the Performance Based Navigation (PBN). Despite the fact that South Africa has the potential to produce Sustainable Aviation Fuels and other cleaner energies, these measures have not been included in the State Action Plan.

Policy Statement

DOT shall work together with other government departments, industry, private sector, and other stakeholders to review the State Action Plan to include additional emissions mitigation measures from ICAO's basket of measures, with a goal of contributing to the ICAO Vision to reduce CO_2 emissions in international aviation by 5% by 2030.

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4.6 Economic Regulation

Issue

The single till system has been in place since the inception of economic regulation in aviation and requires a review to the most appropriate regulatory till option.

Risk-sharing mechanisms should be considered during tariff determination to minimize the effects for regulated entities from external, uncontrollable circumstances. Economic regulation should provide guidelines on implementing these mechanisms.

Policy Statement

The DoT shall Review the current regulatory till system in consultation with the economic regulator and aviation industry stakeholders, considering the most appropriate regulatory till option during tariff determination processes.

4.7 Airfreight

Issue

The policy gaps in the South African airfreight sub-sector is creating fragmentation. The inadequate overarching coordination mechanisms and regulatory frameworks for the transportation of goods domestically and internationally gives rise to divisions and inconsistencies.

Policy Statement

The DoT, in consultation with relevant stakeholders, including the National Logistics Crisis Committee (NLCC), shall develop an Airfreight Strategy for South Africa. The strategy should provide guidance on the development, promotion, competitiveness, infrastructure funding, sectoral integration, broader economic inclusion, elimination of barriers to entry, regional participation, socio-economic development, trade facilitation, adoption of new technologies, and information sharing.

4.8 International Air Transport

Issue

The National Civil Aviation Policy, 2017 is silent on the issue of co-terminalisation rights within South Africa. In spite of the absence of a regulatory framework, the Department of Transport has granted permission to some foreign airlines to ensure availability of long-haul international connectivity points with low traffic numbers.

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Stopover rights have the potential to negatively impact the South African domestic market where passengers that could be carried by South African airlines between domestic points are lost to foreign airlines through the exercise of these rights. Exercise of the rights will further erode the South African air transport market value, thus making it difficult to protect the local air transportation industry and safeguard national interest. Further, passengers on international stoppage in a domestic point in South Africa pose a challenge to Border Management Authority (BMA) when processing such passengers.

Bilateral air services regulation of international air transport is influenced by global practices, such as the "open skies" agreements initiated by the United States (US), the Horizontal Agreement (HA) led by the European Commission (EC) under the European Union (EU) Community Laws and the Single African Air Transport Market (SAATM) of the African Union (AU). Opening the skies with the US and EU could harm the South African industry. Therefore, gradual liberalisation of air markets with these regions is recommended.

The Kwa-Zulu Natal and Western Cape Provinces have offered incentives in the form of airport charges waiver to some foreign airlines to incentivise the provision of direct operations. A rationalised approach is needed to ensure that South African airlines also derive benefits from such schemes whilst the respective provinces address connectivity challenges backed by business cases.

Policy Statement

a) Co-terminalisation rights shall be considered on a case-by-case basis in consultation with the industry taking into consideration the national interest and comparable benefits. Once granted, the rights should be utilised without uplifting local traffic.
b) The exercise of Stopover Rights is not allowed between city pairs in South Africa due to the current Immigration legislation which prohibits the processing of foreign international travelers on connecting points before final destination. Stop over rights already granted in bilateral air services arrangements should be withdrawn.
c) The DoT shall not negotiate the Horizontal Agreement with a block of States as South Africa does not have a legal obligation to negotiate such arrangements.
d) The DoT shall not negotiate the open skies agreements with non-African States as South Africa does not have a legal obligation to negotiate such arrangements with non-African States.
e) Incentivising direct operation to foreign airlines shall be discouraged. Preference concerning the benefits from the Government across all spheres should be given to South African registered airlines.

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4.9 Quality of Aviation Services

Issue

The number of passengers with special needs, such as those with reduced mobility, infants, and unaccompanied minors, is increasing. The CARs address some aspects of their travel and safety limitations. The Constitution ensures equal protection and benefit of the law for all. Due to safety considerations, airlines can only accommodate a limited number of passengers with special needs per flight, leading to dissatisfaction. To compound the problem, some airports do not incorporate in the design of their infrastructure facilities that are user friendly to persons with disabilities.

Policy Statement

The DoT shall facilitate the establishment of a forum to address the issues of passengers with special needs.

4.10 Strategic and Developmental role of state aviation assets

Issue

The State owns civil aviation assets (SAA, ACSA, ATNS, and Denel) which are playing a strategic role in providing connectivity and aerospace support, to enable economic growth, especially through facilitation of trade and tourism and enhancement of South Africa's global competitiveness. There is a lack of a coherent and coordinated approach in managing the aviation state-owned assets despite Government being the sole owner of these assets

The Whole of State aviation approach should be applicable and limited to aviation infrastructure owned by the government.

Policy Statement

The DoT shall promote the whole-of-state approach for state-owned aviation assets, for discharging developmental mandate.

4.11 Non- Commercial Aviation

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Issue

As the liabilities and requirements for air services for reward differ from those for non-commercial activities, the measures prescribed need to differ. Any measures prescribed need to recognise the role of non-revenue-generating activities and the specific environment in which they operate.

Policy Statement

A differentiated system of air traffic service charges applicable to non-commercial activities to be developed.

4.12 Transformation

Issue

The participation of PDI's in the aviation industry has remained limited. The collaborative efforts of the aviation industry to promote aviation as a career of choice through extensive aviation awareness campaigns has not yielded the desired impact. This has indicated that there are a number of factors inhibiting transformation of the sector, including lack of funding, lack of complete and reliable information on aviation careers, barriers to market entry for PDI's, impact of the COVID-19 pandemic, advancements in innovation and technology (digital transformation).

Policy Statement

The DoT shall formulate a National Civil Aviation Transformation Strategy (NCATS) for implementation in the civil aviation sector. The Strategy, amongst others, should provide guidance on promoting skills development, fostering social inclusivity, enhancing collaboration across stakeholders, investigating funding models and embracing technological innovation.

5 Communication

Group	Method of Communication	Expected Outcome
National Government Departments	● Consultation ● Relevant Media publications ● Department website	● Oversee the implementation of the Policy

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	● Government Gazette notices	
ACSA	● Consultation ● Department website ● Copy published in ACSA website	Manage transition of security screeners from the service providers to ACSA
SACAA	● Consultation ● Department website ● Copy published in SACAA website	Review regulations relating to the provision of Air Navigation Services
ATNS	● Consultation ● Department website ● Copy published in ATNS website	
Airline industry AASA BARSA Relevant Aviation Stakeholders	● Consultation ● Department website ● Copy published in all their website ● NOTAM	Operate air services according to the market segmentation

6. Governance

6.1. Risk assessment and mitigation strategy

Identified risk	Mitigation measures
Fragmented and uncoordinated approach in dealing with aviation related mandates amongst the different Government Departments	Inter-Governmental Stakeholder forum with relevant Government Departments will be convened on a regular basis.
Perceived airlines' resistance to market segmentation.	Domestic and regional markets remain deregulated, and the market forces will determine the competitive behaviour of the airline. On the International sector preference to be given to the South African registered airlines.

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Delayed adoption of policy sub-instruments	By developing a planning template to enable efficiency when developing the sub-instruments.
Lack of buy in from the role players	Conducting extensive stakeholder consultations at national, provincial and at municipal level to ensure stakeholder buy-in;
Non- independence of the Accident and Incident Investigation Unit. This could lead to South Africa obtaining an audit finding of a serious safety concern. As a result, South Africa airlines will not be allowed to fly into the US and EU airspace. Similarly, US and EU airlines will not fly into South African airspace due to safety concerns.	Continuous engagement with NT and Cabinet Memo to be generated to indicate the safety implication not having an independence entity as required by Annex 13 of Chicago Convention.

7. Policy monitoring, evaluation and review

Policy formulation is never a static process. Internal as well as external factors influencing this process need to be assessed on an on-going basis. The Department of Transport, as the overall implementing agency, will monitor international as well as local developments and trends impacting on civil aviation.

Progress towards meeting the targets, objectives and deliverables of this White Paper will be evaluated annually in line with DOT and national government performance monitoring frameworks. It shall identify deviations and reasons thereof, taking corrective measures where necessary. The Department in consultation with the relevant civil aviation stakeholders, shall review and evaluate the policy post implementation at five-year intervals to determine the overall impact on the industry and to determine whether the policy direction remains appropriate.

Timeframe	Output	Evaluation type

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2025	Approval of the Comprehensive Civil Aviation Policy	Formative
2026	Approval of the following Sub-instruments to the Policy: ● National Airport Development Plan (NADP) ● National Civil Aviation Transformation Strategy (NCATS) ● Air Transport Strategy	Implementation
2026	Legislation review to align with the Approved Policy	Implementation
2027	Establishment of an Independent Entity for Aircraft Accident and Incident Investigation	Implementation
2029	Civil Aviation Policy Evaluation	Evaluation
2030	Civil Aviation Policy Review to determine the overall status of implementation.	Review

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Annexure: Logical Framework

IMPACT	ACTIVITIES/INPUTS	INDICATORS	BASELINE	TARGETS
Ensure a safe and sustainable aviation sector that meets the needs of the local economy, consumers and of a global, outward-looking South Africa	• Develop and enforce regulations and standards for safety • Participate in the USOAP – Universal Safety Oversight Audit Programme by ICAO. •	• Maintain 100 percent aviation safety record on commercial scheduled air services • Maintain 50 percent aviation safety record on commercial non-scheduled air services • The ranking and score of South Africa's Effective Implementation (EI) on aviation safety. • Aircraft Incident	• 2019 baseline	• Safe and reliable skies
Integration of airports into the broader transport network	• Accessibility of the airport to the public. • Upgrading and maintaining infrastructure and equipment	• 3 airports to be accessible by public transport by 2029	• Number of airports accessible by public transport	• Increased accessibility of airports by the public
Promote a sustainable and career-driven	• Develop a curriculum for tertiary institutions	• Intake of learners studying	• Unavailability of aviation courses at	• NQF levels 6 and 7 qualificati

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employment opportunities	● Develop a curriculum for high school learners ● Develop a transformation strategy	aviation courses	high schools and tertiary levels	on in aviation
Ensure the resuscitation of the aviation industry	● Develop recovery plans ● Review Bilateral Air Services (BASAs) Frameworks ● Develop an enabling framework for the aviation service providers to form partnerships with organisations outside South Africa	● Increase in air traffic movement ● 10 revised BASAs aligned to the Single African Air Transport Market ● 10 partnerships arrangements entered into by ACSA/ATNS with international partners.	● 2019 air traffic movement baseline	● Sustainable aviation industry

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LIST OF ACRONYMS AND ABBREVIATIONS

ACI	-	Airports Council International
ACSA		Airports Company South Africa (SOC Limited)
AeCSA	-	Aeroclub of South Africa
AFCAC	-	African Civil Aviation Commission
AfCFTA		African Continental Free Trade Area
AFI		African Indian Ocean Area
AFRAA		African Airlines Association
AIC	-	Aeronautical Information Circular
AIP	-	Aeronautical Information Publication
AIS	-	Aeronautical Information Services
AMO	-	Aircraft Maintenance Organisation
ANS	-	Air Navigation Services
AOC	-	Air Operator's Certificate
APU	-	Auxiliary Power Unit
APRC	-	Aviation Policy Review Committee
AsgiSA	-	Accelerated and Shared Growth Initiative for South Africa
ASLC	-	Air Services Licensing Council
ATC	-	Air Traffic Control
ATM	-	Air Traffic Management
ATO	-	Approved Trainer Organisation
ATMSD	-	ATM Service Delivery
ATNS	-	Air Traffic and Navigation Services SOC Limited
ATS	-	Air Traffic Services
AU	-	African Union
BASA	-	Bilateral Air Services Agreement
BBBEE	-	Broad-Based Black Economic Empowerment
		BMA - Border Management Authority
CAASA	-	Commercial Aviation Association of Southern Africa
CARCOM	-	Civil Aviation Regulations Committee
CAMU	-	Central Airspace Management Unit
CBAA	-	Carriage by Air Act, 1946 (Act No. 17 of 1946), as amended
CC	-	Competition Commission
CDM	-	Collaborative Decision-Making
CEO	-	Chief Executive Officer
CNS/ATM	-	Communication Navigation Surveillance/Air Traffic Management (System)
COP	-	Conference of Parties to the United Nations Framework Convention on Climate Change
COTO	-	Committee of Transport Officials
COVID	-	CoronaVirus Disease
CPI	-	Consumer Price Index

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CRS	-	Computer Reservation System
CSIR	-	Council for Scientific and Industrial Research
CTIA	-	Cape Town International Airport
DCA	-	Director of Civil Aviation
DIRCO	-	Department of International Relations and Cooperation
DoT	-	Department of Transport
DFFE	-	Department of Forestry, Fisheries and the Environment
DFE	-	Designated Flight Examiners
DPE	-	Department of Public Enterprises
DPME	-	Department of Planning, Monitoring and Evaluation
DTIC	-	Department of Trade, Industry and Competition
EIA	-	Environmental Impact Assessment
EU	-	European Union
FAA	-	Federal Aviation Administration (USA)
FIR	-	Flight Information Region
FOP	-	Foreign Operator's Permit
GA	-	General Aviation
GDP	-	Gross Domestic Product
GDS	-	Global Distribution Systems
GNSS	-	Global Navigation Satellite System
GPU	-	Ground Power Unit
IASC	-	International Air Services Council
IATA	-	International Air Transport Association
ICAO	-	International Civil Aviation Organization
ICGs	-	Implementation Coordination Groups
IDP	-	Integrated Development Plan
IEM	-	Integrated Environmental Management
IM	-	Information Management
IPCC		Inter-governmental Panel on Climate Change
ISO	-	International Organization for Standardization
ITP	-	Integrated Transport Plan
JASC	-	Joint Aerospace Steering Committee
KCAAA		Karoo Central Astronomy Advantage Area
MINCOM	-	Committee of Ministers of Transport
NADP	-	National Airports Development Plan
NASC	-	National Aviation Security Committee
NASCOM	-	National Airspace Committee
NASP	-	National Aviation Safety Plan
NATJOINTS	-	National Joint Operational and Intelligence Structure
NCAP	-	National Civil Aviation Policy
NCATS	-	National Civil Aviation Transformation Strategy
NDP	-	National Development Plan
NDT	-	National Department of Tourism

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NEPAD	-	New Partnership for Africa's Development
NSDF		National Spatial Development Framework
NQF	-	National Qualifications Framework
PBN	-	Performance-based Navigation
PFMA	-	Public Finance Management Act
RAASA	-	Recreation Aviation Administration South Africa
RDP	-	Research and Development
R&D	-	Reconstruction and Development Programme
RNAV	-	Area Navigation
RNP	-	Required Navigation Performance
RNP AR	-	Required Navigation Performance, Authorisation Required
SAASCO	-	South African Aviation Safety Committee
SAAT	-	South African Airways Technical
SAATM	-	Single African Air Transport Market
SADF	-	South African Defence Force
SABS	-	South African Bureau of Standards
SACAA	-	South African Civil Aviation Authority
SA-CAR	-	Civil Aviation Regulations
SADC	-	Southern African Development Community
SANDF	-	South African National Defence Force
SANS	-	South African National Standards
SAQA	-	South African Qualifications Authority
SARP	-	Standards and Recommended Practice
SDF	-	Spatial Development Framework
SDP	-	Spatial Development Plan
SDR	-	Special Drawing Right
SOC	-	State-Owned Company
SSC	-	Significant Safety Concern

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