



FEDERAL GOVERNMENT OF NIGERIA

NATIONAL CIVIL AVIATION POLICY (NCAP)

MAY 2023

Foreword by the Honourable Minister

In line with the nine-point development agenda of President Muhammadu Buhari's administration and the Ministry of Aviation and Aerospace's mandate to build a safe, secure and efficient aviation industry focused on making Nigeria a hub that meets international standards and best practices for the African continent, I set up a Technical Review Committee in August 2022 to develop a sustainable policy framework for the Nigerian aviation sector. The Technical Committee was composed of stakeholders, seasoned technocrats and experts drawn from both public and private sectors of the economy, including a broad spectrum of the aviation industry. The Committee was tasked with reviewing the 2013 National Civil Aviation Policy (NCAP).

This policy review ought to have been done in 2018, but as of August 2022, the Civil Aviation Act 2022 was under consideration at the National Assembly (NASS). Hence, the Ministry and Stakeholders thought it wise to wait for the passage and eventual assent of the bill to avoid any conflict that may result in double work. Since the NCAP's last review in 2013, the global and national aviation industry has experienced several technological advancements, alongside new safety and security challenges. For this reason, the 2013 NCAP had to be revised in line with contemporary challenges and developments.

The main thrust of the 2023 NCAP is to develop a broader strategic plan that is aimed at building a stronger and more dynamic private sector-led aviation industry. Integral to the 2023 NCAP is the introduction of 'The Roadmap' which is designed to meet present and future challenges, and provide a conducive environment for Public Private Partnership (PPP) in enhancing infrastructure development. The Roadmap is based on, and intertwined with, the PPP such that their success is co-dependent. Hence, for the Nigerian Aviation sector to achieve significant national and international development, a thorough implementation of the Roadmap with this policy is imperative.

The policy review is aimed at making Nigeria the most competitive Aviation Hub in Africa, it is also designed to make air travel the preferred mode of transportation, taking advantage of our population of over 200 million people, with a rising middle class, our sizeable 923,768 square kilometres land area and the country's status as the leading economic powerhouse in Africa. This policy is developed to take advantage of the Single African Air Transport Market (SAATM) in line with AU Agenda 2063.

I am also delighted to note the signing into law of the Civil Aviation Act, 2022 and the Acts of the Agencies under the Ministry of Aviation by President Muhammadu Buhari. Considering this and the work done on the Revised National Civil Aviation Policy, I am glad to confirm that the Ministry of Aviation and Aerospace is committed to sustainable policy implementation with the active participation of all stakeholders in the Nigerian Aviation Industry. Against this background, I am pleased to present the 2023 National Civil Aviation Policy (NCAP) for effective implementation by all stakeholders.

Senator Hadi A. Sirika, CFR, FRAeS
Minister of Aviation and Aerospace
May 2023

Table of Contents

Foreword by the Honourable Minister	i
ABBREVIATIONS	v
LIST OF INTERNATIONAL AIR LAW INSTRUMENTS	viii
EXECUTIVE SUMMARY	x
1 PART I - INTRODUCTION	1
1.1 Historical Overview of Civil Aviation in Nigeria	1
1.2 Governance Structure of Aviation Early Days in Nigeria.....	1
1.3 Evolution of International Civil Aviation	2
1.4 Need to Review the National Civil Aviation Policy	2
1.5 Current Industry Challenges	4
1.6 Opportunities in the Civil Aviation Industry	4
2 PART II - INSTITUTIONAL FRAMEWORK FOR CIVIL AVIATION POLICY IN NIGERIA	7
2.1 The Vision.....	7
2.2 The Mission	7
2.3 Strategic Goals	7
2.4 Strategic Objectives.....	8
2.5 Expected Outcomes.....	8
2.6 Management and Institutional Framework	9
2.7 Key Performance Indicators of the Policy.....	12
2.8 Aviation Legislation and Regulatory Framework	12
3 PART III - AVIATION FINANCING AND ECONOMIC REGULATION	14
3.1 Aviation Financing	14
3.2 Aviation Insurance	15
3.3 Aviation Tariffs and Charges.....	16
3.4 Economic Regulation.....	16
3.5 Public-Private Partnership	17
4 PART IV - HUMAN CAPITAL DEVELOPMENT	19
4.1 Validation of Foreign Crew/Technical Personnel Licenses	20
5 PART V - AVIATION SAFETY AND SECURITY	22
5.1 Aviation Safety - Safety Regulations and Oversight	22
5.2 Safety Management.....	23
5.3 Accident Investigation and Prevention	24
5.4 Communication, Navigation and Surveillance (CNS)	25
5.5 Aviation Security.....	26
5.6 Airport Security Management.....	27

5.7	Airlines/Operators Security Management.....	28
6	PART VI - OPERATIONS.....	29
6.1	Liberalization of the Air Transport Industry.....	29
6.2	Public Service Obligations.....	30
6.3	Airport Operations (Type, Classification etc.).....	31
6.4	Agencies at Nigerian Airports and their roles:.....	31
6.5	Air Transport Licensing.....	34
6.6	Competition and Consumer Protection.....	35
6.7	Cargo Operations.....	36
6.8	Carriage of Pilgrims by Air.....	37
6.9	Continual Development of Airport Infrastructure and Management.....	38
6.10	Development of Aerodromes by State Governments in Nigeria.....	41
6.11	Nigeria Aerotropolis Development (Airport- City) Development.....	42
6.12	Air Navigation Services and Management.....	43
6.13	Aeronautical Meteorological Services.....	45
6.14	Environmental Protection.....	47
7	PART VII - GENERAL AVIATION AND OFFSHORE HELICOPTER OPERATIONS.....	49
7.1	General Aviation.....	49
7.2	Non-Scheduled Flight Operations in Nigeria.....	50
7.3	Helicopter Offshore Operation to Installations.....	53
7.4	Remotely Piloted Aircraft System (RPAS) Operations.....	54
8	PART VIII - INTERNATIONAL ASSOCIATIONS AND RELATIONS.....	56
8.1	Air Services Agreements.....	56
8.2	Bilateral and Multilateral Air Services Agreement (BASA/MASA).....	57
9	PART IX - AVIATION ALLIED SUPPORT SERVICES.....	59
9.1	Aviation Support Services.....	59
9.2	Development of Non-Aeronautical Facilities and Services.....	60
9.3	Intermodal Transport Systems.....	60
9.4	Facilitation of Passengers, Goods and Mails.....	61
9.5	Pandemics and Emergency Response.....	62
10	PART X - PLANNING, MONITORING AND REVIEW.....	65
10.1	Planning, Forecasting and Statistics.....	65
10.2	Monitoring and Review.....	65
10.3	Key Performance Indicators (KPIs).....	66
	REFERENCES.....	68

Table of Figures

Figure 1: Current challenges in the Aviation Industry	4
Figure 2: Nigeria Civil Aviation Institutional Structure	11

ABBREVIATIONS

AAAU	African Aviation Aerospace University
A-CDM	Airport Collaborative Decision-Making
ACI	Airports Council International
ADS-B	Automatic Dependent Surveillance-Broadcast
ADS-C	Automatic Dependent Surveillance-Contract
AIS	Aeronautical Information Services
ACIP	African Comprehensive Implementation Programme
AFCAC	African Civil Aviation Commission
AFI	African India Ocean
AFRAA	African Airlines Association
AMO	Approved Maintenance Organization
AMU	Arab Maghreb Union
ANR	Air Navigation Regulation
ANSPs	Air Navigation Service Providers
AOC	Air Operator's Certificate
ASBUs	Aviation System Block Updates
ATC	Air Traffic Control
ATM	Air Traffic Management
ATO	Aviation Training Organisation
AVSEC	Aviation Security
BAGAIA	Banjul Accord Group Accident Investigation Agency
BAGASOO	Banjul Accord Group Aviation Safety Oversight Organisation
BASA	Bilateral Air Services Agreement
BSP	Bill Settlement Plan
CAAs	Civil Aviation Authorities
CAEP	Committee on Aviation Environment Protection
CEN	European Committee for Standardization
CNS/ATM	Communication Navigation Surveillance/Air Traffic Management
COMESA	Common Market for Eastern and Southern African
CORSIA	Carbon Offsetting & Reduction Scheme for International Aviation
COSCAP	Cooperative Operational Safety and Continuing Airworthiness Development Programme
CPC	Consumer Protection Council
DERAM	Directorate of Economic Regulation and Monitoring
DSRAM	Directorate of Safety Regulation and Monitoring
EOC	Emergency Operating Centres
EU	European Union
FAAN	Federal Airports Authority of Nigeria
FCCPC	Federal Competition and Consumer Protection Commission
GANP	Global Air Navigation Plan
GDP	Gross Domestic Product
GNSS	Global Navigation Satellite System

IFATCA	International Federation of Air Traffic Controllers
IFATPA	International Federation of Airline Pilots Association
ISSG	Industry Safety Strategy Group
ICT	Information Communication Technology
ICAO	International Civil Aviation Organization
IGAD	Intergovernmental Authority on Development
IGHC	International Ground Handling Council
IATA	International Air Transport Association
IOSA	IATA Operational Safety Audit
LAGS	Liquids Aerosols and Gas
MANPADS	Man-Portable Air-Defense System
MASA	Multilateral Air Services Agreement
MBM	Market Base Measure
MRO	Maintenance, Repair & Overhaul
MRTD	Machine Readable Travel Document
NAMA	Nigerian Airspace Management Agency
NAQS	Nigeria Agricultural Quarantine Service
NCAA	Nigeria Civil Aviation Authority
NCAP	National Civil Aviation Policy
NCS	Nigeria Customs Service
NDLEA	National Drugs Law Enforcement Agency
NEPA	New Partnership for African Development
Nig.CARs	Nigeria Civil Aviation Regulations
NiMet	Nigerian Meteorological Agency
NIS	Nigeria Immigration Service
NSIB	Nigerian Safety Investigation Bureau
NUPRC	Nigerian Upstream Petroleum Regulatory Commission
OPMET	Operational Meteorological Information
PBN	Performance Base Navigation
PIDA	Programme for Infrastructure Development for Africa
PH	Port Health
PHEIC	Public Health Concern of International Concern
PPP	Public Private Partnership
PTA	Preferential Trade Area
RAIAs	Regional Accident Investigation Agencies
REC	Regional Economic Community
RPAS	Remotely Piloted Aircraft System
RSOOS	Regional Safety Oversight Organisations
SADC	Southern African Development Community Union
SAF	Sustainable Aviation Fuel
SBAS	Satellite-Based Augmentation System
SARPS	Standards and Recommended Practices
SDR	Special Drawing Rights
SIGMET	Significant Meteorological Information
SSFA	Safe Skies for Africa Programme

WAEMU	West African Economic and Monetary Union
WMO	World Meteorological Organization
WHO	World Health Organisation
VHF	Very High Frequency
YD	Yamoussoukro Decision

LIST OF INTERNATIONAL AIR LAW INSTRUMENTS

1. Warsaw Convention (1929) Rules for international carriage by air
2. Convention on International Civil Aviation (1944)
3. International Air Transport Agreement (1944)
4. International Air Services Transit Agreement
5. Geneva Convention (1948) Recognition of rights in aircraft
6. Rome Convention (1952) Damage to third parties on the surface
7. The Hague Protocol (1955). Amending the Warsaw Convention of 1929
8. Guadalajara Convention (1961) Supplementing Warsaw Convention of 1929 Tokyo Convention (1963) Offences and other acts committed on Board Aircraft
9. Hague Convention (1970). Unlawful seizure of aircraft.
10. Guatemala City Protocol (1971) Amending Warsaw Convention of 1929 as amended by The Hague Protocol of 1955
11. Montreal Convention (1971) Unlawful acts against the safety of civil aviation
12. Additional Protocol No. 1 (1975) Amending Warsaw Convention of 1929
13. Additional Protocol No. 2 (1975) Amending Warsaw Convention of 1929 as amended by The Hague Protocol of 1955
14. Additional Protocol No. 3 (1975) Amending Warsaw Convention of 1929 as amended by The Hague Protocol of 1955 and Guatemala City Protocol of 1971
15. Montreal Protocol No. 4 (1975) Amending Warsaw Convention of 1929 as amended by The Hague Protocol of 1955
16. Montreal Protocol (1978) Amending Rome Convention of 1952 Protocol relating to an Amendment to the Convention on International Civil Aviation [Article 83 bis] Lease, charter or interchange.
17. Protocol relating to an Amendment to the Convention on International Civil Aviation [Article 3 bis] Non-use of weapons against civil aircraft in flight.
18. Montreal Supplementary Protocol (1988) Acts of Violence at Airports COSPAS-CARSAT Agreement (1988) International Satellite System for Search and Rescue
19. Convention on the Marking of Plastic Explosives (1991) Montreal Convention (1999) Rules for International carriage by air
20. Convention on International Interests in Mobile Equipment (Cape Town Convention 2001)
21. Protocol to the Convention on International Interests in Mobile Equipment on Matters specific to Aircraft Equipment (Cape Town Protocol on Aircraft Equipment 2001)
22. Convention on Compensation for Damage to Third Parties, Resulting from Acts of

Unlawful Interference Involving Aircraft 2009

23. Convention on Compensation for Damage Caused by Aircraft to Third Parties (General Risks Convention (2009))
24. Convention on the Suppression of Unlawful Acts Relating to International Civil Aviation (Beijing Convention 2010)
25. Protocol Supplementary to the Convention for the Suppression of Unlawful Seizure of Aircraft (Beijing Protocol 2010)
26. The United Nations Framework Convention on Climate Change (UNFCCC)

EXECUTIVE SUMMARY

1 The Nigerian Civil Aviation Policy (NCAP) was last reviewed in July 2013; since then there have been numerous economic, political, safety, security, technological and climate changes at both national and global levels.

2 To address the aforementioned challenges, the Ministry of Aviation and Aerospace developed the Aviation Sector Roadmap in 2015. This led to taking several critical steps to assess the state of the Nigerian Aviation Industry. These steps include:

- a) Collaboration with the World Bank to conduct a detailed diagnostic review of the sector;
- b) Consultations with stakeholders and various arms of government;
- c) Assessment of existing institutional, legal and regulatory framework for aviation sector agencies; and
- d) Analysis of the economic regulation provision and potentials.

3 One critical recommendation that featured prominently in the outcomes of these exercises was the need to reshape the policy environment to make it adaptable to changes in the sector at national and global levels, seamlessly relatable with other policies, and responsive to future development.

4 Based on the above and subsequent changes in the industry, it became apparent that the Ministry had to review the NCAP 2013, Civil Aviation Act and the Acts establishing the Aviation Agencies; in order to realign them to the demands of the Aviation Industry, the new Vision and Mission of the Ministry of Aviation and Aerospace and demands of the various stakeholders in the industry. The review was necessary to make the NCAP responsive and adaptable to the new safety, security and technological dynamics of the global aviation industry. It was also required to strengthen the regulatory framework, facilitate the growth of domestic airlines and promote Public Private Partnership (PPP). Towards this end, a series of consultations were held with key Stakeholders on the review of the 2013 policy in late 2022.

5 Collective effort to reposition the Aviation Industry under President Muhammadu Buhari's administration, resulted in the enactment of the following new laws:

- i. Nigeria Civil Aviation Authority (NCAA) Act, 2022;
- ii. Federal Airports Authority of Nigeria (FAAN) Act, 2022;

- iii. Nigerian Airspace Management Agency (NAMA) Act, 2022;
- iv. Nigerian Safety Investigation Bureau (NSIB) Act, 2022;
- v. Nigerian Meteorological Agency (NiMet) Act, 2022; and
- vi. Nigerian College of Aviation (NCAT) Act, 2022.

6 The major thrust of the 2023 Policy is the promotion of a harmonized approach to achieving international standards on safety, security and the comfort of passengers. Emphasis is on positioning the aviation industry to become pivotal to economic growth in Nigeria as envisioned in the Federal Government's national development roadmap. Highlights of the 2023 Policy are enumerated below:

Part I deals with the evolution of International Civil Aviation and the historical overview of Civil Aviation in Nigeria. It also covers the early governance structure of the Nigerian Aviation Industry, reforms that have taken place over time, and the need for a review of the NCAP 2013 document.

Part II covers Civil Aviation in Nigeria with an overview of the vision, mission, strategic goals and objectives, management and institutional framework of the Aviation Industry. It also focuses on Key Performance Indicators (KPIs) of the Ministry, Aviation Legislation and Regulatory Framework, and current industry challenges and opportunities.

Part III highlights the importance of Aviation Financing, with emphasis on the development of a sustainable aviation financing mechanism through different financing options. This includes tariffs and charges, budgetary provision, contractor finance, Public Private Partnership (PPP) and other means of financing as may be approved from time to time.

It also stipulates financing of the regulatory functions for better regulatory oversight of the Aviation Industry, especially the economic regulation of NCAA-licensed organizations.

Part IV deals with Human Capital development in the Nigerian Aviation Industry, with a special focus on the need to meet the current and future challenges of the Nigerian Aviation Industry. In addition, this section highlights the facilities for basic, intermediate and advanced training requirements for the industry. It also details the process for validation of foreign crew/technical personnel licenses to enable the holders of such licenses to work in Nigeria.

Part V addresses Aviation Safety and Security, which is an integral part of the strategic objectives of the International Civil Aviation Organization (ICAO) policy.

The section deals with Safety Regulation and Oversight, Safety Management, and Accident Investigation and Prevention in the Aviation Industry with emphasis on the continuous autonomy of the Nigerian Safety Investigation Bureau (NSIB) to ensure timely and thorough investigation of all accidents and major incidents. Cooperation with regional agencies to improve safety within the region is also in focus. Furthermore, it addresses the enhancement of aviation security at all airports while preventing unlawful interference against civil aviation in Nigeria.

Part VI focuses on Air Transportation, the removal of restrictions and the creation of an enabling environment for alliances (through Route Dispersal Guidelines, Regional Safety Oversight Organisations (RSOOs) and code-sharing) among airlines. It highlights the importance of Air Cargo Services, the Carriage of Pilgrims by Air and the development of policies in line with international standards and best practices. Furthermore, Part VI covers the development of modern airports and infrastructure, the creation of airport cities (Aerotropolis) with multi-modal access and aviation-linked commercial infrastructure using a private sector-driven approach. It states the requirements for the establishment of aerodromes, helipads and heliports by interested stakeholders and private sector organizations to facilitate connectivity within Nigeria. It also deals with Air Navigation Services and Management, Aeronautical Meteorological Services and Environmental Protection.

Part VII covers General Aviation (GA), its regulation, required infrastructure and oversight. It also covers the processes for monitoring all non-scheduled flight operations in Nigeria, especially foreign non-scheduled flights.

Part VIII focuses on international relations including Bilateral and Multilateral Air Service Agreements (BASA/MASA). This part highlights the need for air service agreements to be negotiated not only on the principles of reciprocity but also on economic considerations with an emphasis on providing maximum opportunities for Nigerian airlines to grow and compete successfully.

Part IX deals with Aviation Allied Support Services, Intermodal Transport Systems, Facilitation of Passengers, Goods and Services, Pandemics and Emergency Response.

Part X reaffirms the need for continual Monitoring and Review of the Ministry and its Agencies to align strategic goals, policies and procedures in order to move the Aviation Industry to an internationally acceptable operational level. To this end, it is expected that this Policy will be reviewed every five (5) years, or as and when necessary.

7 In conclusion, the NCAP 2023 is designed to provide a dynamic platform to

enhance future prospects of the aviation industry and set new paradigms in air travel standards, thereby providing consumers with appropriate protection without affecting the ability of airlines to set service levels in a competitive market.

1 PART I – INTRODUCTION

1.1 Historical Overview of Civil Aviation in Nigeria

The first recorded flight into Nigeria was in 1925. However, commercial aviation services between Nigeria and the UK commenced in 1935 with flights operated by Imperial Airlines of the UK to serve the British West African colonies. This development was further boosted with the advent of the Second World War, which led to the completion of all aerodromes and airports that had been planned for Nigeria by 1940.

1.2 Governance Structure of Aviation Early Days in Nigeria

In the early days of aviation in Nigeria, the control and administration of Civil Aviation was vested in the Director of Public Works, who applied the British Air Navigation Order (ANO) as the legislative instrument. Rapid growth in air transport activities in the country necessitated the establishment of a Nigerian Civil Aviation Department (CAD). The CAD remained a separate entity until it was integrated into the Federal Ministry of Transport in 1965. The CAD later became a Department in the Ministry of Aviation and it was responsible for formulating policies, regulating the industry and providing aeronautical facilities and air traffic control services before the creation of the Federal Civil Aviation Authority (FCAA) in 1990.

The Aviation Reforms of 1995 scrapped the Federal Civil Aviation Authority (FCAA) and realigned some of its functions with those of the Ministry of Aviation and the former Nigerian Airports Authority (NAA). This realignment led to the establishment of the Directorate of Safety Regulation and Monitoring (DSRAM), and the Directorate of Economic Regulation and Monitoring (DERAM) in the Ministry and the creation of the Federal Airports Authority of Nigeria (FAAN) as an agency of the Ministry. This structure turned out to be at variance with the recommendation of the approved Aviation Policy, the International Civil Aviation Organization (ICAO) and other international organizations. Developments in the domestic and international aviation such as the increasing activities of Handling Companies, Cargo Consolidators, Tour Operators and the implementation of a new Africa Air Transport Policy (Yamoussoukro Declaration 1999) further created the need for the review of the 1989 Nigeria Civil Aviation Policy in 1998.

Major highlights of the reviewed 1998 policy were recommendations for the creation of the Nigeria Civil Aviation Authority (NCAA) (out of DSRAM and part of DERAM in the Ministry) for safety and economic regulation of the aviation industry, and the Nigerian Airspace Management Agency (NAMA) (out of the Federal Airports Authority of Nigeria (FAAN)) to provide navigational facilities, air traffic services, aeronautical information services, among others; while a restructured FAAN continues to be responsible for airport development and management.

The 1998 reviewed policy, like the 1989 policy, was expected to last ten (10) years.

However, certain developments in the industry including government privatization and liberalization policies, the unified insurance liability scheme (the 1999 Montreal Convention), the Yamoussoukro Decision of 14th November 1999, the Banjul Accord Group Agreement to liberalize air transport in West Africa, the Open Skies Agreement Nigeria signed with the United States of America and the desire of foreign carriers to operate into multiple points in Nigeria necessitated the review of the 1998 Civil Aviation Policy in July 2001. The overall objectives of the 2013 review were to ensure that developments in the international and domestic aviation industry were incorporated into the policy.

1.3 Evolution of International Civil Aviation

The International Civil Aviation Organization (ICAO) was created with the signing of the Convention on International Civil Aviation at the “Chicago Convention” on 7th December 1944. The objective of ICAO, now a specialized agency of the United Nations, is to promote the development of a safe, secure, regulated, efficient and economic international civil aviation. Consequently, ICAO issues Standards and Recommended Practices (SARPs) for the regulation of the aviation industry which contracting States are obliged to implement.

In addition to the SARPs, there are other international Air Law Instruments including Conventions, Treaties and Protocols adopted in the field of civil aviation that are to be ratified, domesticated and complied with by ICAO Contracting States. Nigeria like most other African States is a contracting State of ICAO.

African Civil Aviation Commission (AFCAC), which is the regional commission for Africa, was adopted as the specialized Agency of the African Union in the field of civil aviation, during the Organization of African Union (OAU) Kampala Summit of 1975.

Since the creation of ICAO, international civil aviation has sustained impressive growth in terms of the number of airlines and their route networks, passengers and cargo transported as well as better safety records and quality of service.

Governments mostly owned the airlines until the 1970s when the United States of America (USA) initiated the ideology of deregulation to remove restrictions and encourage competition in civil aviation.

In the 1980s, more countries embraced the idea of liberalization and privatisation of air services and access to air transport markets, and this attracted private sector participation with an injection of further capital into the industry. Liberalization and privatisation have catalysed the emergence of mega carriers, and alliances among airlines thereby enhancing their capacity to compete favourably.

1.4 Need to Review the National Civil Aviation Policy

Since the inception of the 2013 National Civil Aviation Policy (NCAP), there have been

numerous economic, environmental, political, safety, security and technological changes on both national and global scales. A typical example is the Aviation Roadmap of the Federal Government, which was introduced in 2015, two years after the last review of the NCAP. The Aviation industry is recognized as an integral part of the socioeconomic system of the country and plays a critical role in national economic development, its policies must be tailored to address the contemporary socio-economic development programmes of the Government, to the extent that such policies must be responsive to the existing political, social, economic, legal and technological environment in the country.

Furthermore, in 2013 security and safety issues that were hitherto unknown emerged at global and national levels. The challenges were not contemplated at the time the 2001 NCAP was reviewed, hence the policy was not designed to be responsive to the aforementioned challenges.

To this end, and in line with the expectations of the Aviation Roadmap, the Federal Ministry of Aviation in 2015, evolved a new Vision and Mission which is targeted at the provision of a safe, secure, comfortable and self-sustaining air transport industry that is pivotal to the socio-economic development of Nigeria. The Ministry also drew up an Aviation Sector Roadmap to drive the attainment of its new vision and mission.

Prior to the development of the Aviation Roadmap and its implementation, several critical steps were taken.

These steps include:

- a) Collaboration with the World Bank to carry out a detailed diagnostic review of the Industry;
- b) Consultations with stakeholders and various arms of government;
- c) Assessment of existing institutional, legal and regulatory framework for Aviation Industry Agencies; and
- d) Analysis of the economic regulation provision and potentials.

One critical recommendation that featured prominently in the outcomes of these exercises was the need to reshape the policy environment to make it adaptable to changes in the industry at global and national levels, relate with other policies seamlessly and respond to future developments.

It has therefore become necessary to review the NCAP to realign it to the demands of the Aviation Roadmap, and the new Vision and Mission of the Aviation Ministry. The review is necessary to make the NCAP responsive and adaptable to the new safety, security and technological dynamics of the global aviation industry. It is also required to strengthen the regulatory framework, facilitate the growth of domestic airlines, the setting up of a National Carrier, the development and sustainable maintenance of

aviation infrastructure and the development of Aerotropolis. Towards this end, a series of consultations were held with key interested stakeholders on the review of the 2013 policy in late 2022.

1.5 Current Industry Challenges

The current challenges to aviation growth and development are listed as follows:

Figure 1: Current challenges in the Aviation Industry

Infrastructure	Human Resource Management	Power Supply	Regulation and Enforcement	Financing
<ul style="list-style-type: none"> Inadequate airport infrastructure investment over many years; Poor maintenance of the existing airport infrastructure; Obsolete plants and equipment and facilities across the aviation sector. 	<ul style="list-style-type: none"> Ageing technical human resources and manpower (air traffic controllers, pilots, aeronautical engineers); Inadequate number of technical staff to meet set industry manning standards; Poor Conditions of Service; Inadequate remuneration; Poor Labour Relations 	<ul style="list-style-type: none"> Total neglect and decades of dilapidated power assets; Alternative sustainable power solution underexploited; Ministry of Aviation and Aerospace & its Agencies focused on power supply instead of outsourcing. 	<ul style="list-style-type: none"> Absence of a clear policy to determine tariffs; Inadequate participation by the private sector; A lack of clarity in roles of government, public enterprises, operators and regulators; Overlaps in functions of Departments and Agencies of Federal Ministry of Aviation. 	<ul style="list-style-type: none"> Forex instability and volatility; Inadequate funding from the government to operate, maintain and modernize aviation infrastructure; Inability of airlines to access financing for operations and maintenance;

1.6 Opportunities in the Civil Aviation Industry

Air transportation is a key contributor to the economic growth and development of any country. Not only is the aviation industry a major industry in its own right, employing a significant number of highly skilled workers, but more importantly, it is an essential contributor to the rapidly growing global economy. Greater connections to the global air transport network can boost the productivity and growth of economies by providing better access to markets, enhancing links within and between businesses and providing greater access to resources and international capital markets. Between 2013 and 2022 air operations by Nigerian Airlines have expanded by 100% and are expected to grow at an annual rate of 9-10%, reaching the level of 25 to 30 million passengers by 2025. (Note)

The Aviation Roadmap projects, with tremendous investment opportunities for the Nigerian aviation industry, include the following: a National Carrier, concession of airports, establishment of Maintenance, Repairs and Overhaul (MRO) Centre, Aviation Leasing Company (ALC), establishment of Africa Aviation and Aerospace University (AAAU), establishment of special economic zones in five (5) Airports, and development of Agro-Allied/Cargo Terminals and Aerotropolis (Airport cities). Furthermore, there are economic benefits associated with the operation of sixteen (16) domestic airports, five (5) major international airports in Abuja, Enugu, Kano, Lagos, and Port Harcourt, 25 airstrips and 220 helipads and helidecks. All these are geared towards making Nigeria

the preferred aviation investment destination in Africa. The direct and indirect impact of the aviation industry in Nigeria could lead to employment for over one million (1,000,000) people by 2025.

1.6.1 Contributions of the Industry to the Nigerian Economy

(i) Contribution to GDP

According to the Aviation Sector study conducted by IATA in June 2020, the air transport industry (including airlines and its supply chain) is estimated to contribute about US \$600 million to Nigeria's GDP. Spending by foreign tourists is projected to support a further US \$1.1 billion of the country's GDP. At a total of US \$1.7 billion, the air transport sector and foreign tourists arriving by air are estimated to contribute 0.4% of the country's GDP.

In its Q2 2022 GDP Report, the National Bureau of Statistics revealed that the Aviation Sector contributed ₦117.3 billion to the Nigerian economy in the first half of 2022.

(ii) Major Employer

According to the 'Aviation Benefits Beyond Borders, 2018 Report', the air transport market in Nigeria is forecasted under the "current trends" scenarios to grow by 174% in the next 20 years (2037). This will result in an additional 9.4 billion passengers' journeys by 2037.

The air transport industry contributes to the Nigerian economy as follows:

- a) Over 240,000 jobs created through direct employment (20,000), supply chain (35,000), employee spending (16,000) and tourism (169,000);
- b) Air transport contributed to 0.4% of the GDP;
- c) Gross value-added contribution stood at \$1.7 Billion, as of 2020.

Source IATA Direct Data Solutions Economic Report 2018

1.6.2 Enabling long-term economic growth

In 2022, there were 63 routes connecting Nigeria to urban cities around the world and 51 minor routes that were mostly served by helicopters and small aeroplanes. Of these routes, 11 connected Nigeria to cities of more than 10 million inhabitants, with an average of five (5) outbound flights per day available to passengers.

On average, there are about 755 - 782 commercial aeroplanes active per day and four (4) outbound flights per day along these routes. (source: Nigerian Airspace Management Agency (NAMA)).

Frequencies were higher to the most economically important destinations. For example, passengers benefited from 30 outbound flights per day from

Abuja to Lagos, 13 flights per day from Port Harcourt to Lagos, and from Enugu to Lagos providing high-speed access for business and leisure throughout the day. Many of these city pair connections are only possible because of the traffic density provided by hub airports. Hence, the sector can further enhance Nigeria's integration into the global air transport networks by:

- a) Opening foreign markets to Nigerian exports;
- b) Lowering transport costs, particularly over long distances, helping to increase competition because suppliers can service a wider area and potentially reduce average costs through increased economies of scale;
- c) Increasing the flexibility of labour supply, which should enhance allocation efficiency and bring down the natural rate of unemployment;
- d) Encouraging Nigerian businesses to invest and specialise in areas that contribute to the economy's strengths;
- e) Facilitating the adoption of new business practices, such as just-in-time inventory management that relies on quick and reliable delivery of essential supplies; and
- f) Raising productivity and hence the economy's long-run supply capacity.

2 PART II – INSTITUTIONAL FRAMEWORK FOR CIVIL AVIATION POLICY IN NIGERIA

Preamble

Like other developing nations, the Air Transport Industry has become strategically important to Nigeria. Air transportation provides a vital, cost-effective and timely link for moving both people and cargo over its vast terrain as well as to other destinations around the globe. A safe, secure and efficient Aviation Industry is therefore critical for the support of business, trade, tourism, cultural, and social activities which significantly contribute to the country's economic growth and prosperity.

The Federal Government's role in Civil Aviation is to provide policies, legal framework and an enabling environment for the growth of the industry through:

- a) Adoption of policies that will encourage dynamic growth;
- b) Enhancement of safety oversight through collaborative mechanisms;
- c) Efficient management, operation and maintenance of airports and aviation infrastructure;
- d) Efficient airspace management;
- e) Human capital development;
- f) Infrastructural development; and
- g) Increased participation of the private sector in the Aviation Industry.

2.1 The Vision

The vision for Nigerian Civil Aviation is: *"To be the best aviation industry in Africa and one of the best in the World"*.

2.2 The Mission

The Mission of Nigerian Civil Aviation is: *"To build a safe, secure and efficient Aviation Industry focused on making Nigeria a hub that meets international standards and best practices for the African continent"*.

2.3 Strategic Goals

The Federal Government is desirous of a National Civil Aviation Policy that promotes a harmonized approach to the management of the various aspects of civil aviation such as safety, security, efficiency, environmental protection, human capital development and job creation.

In pursuance of this ideal, the Federal Government shall emplace policies and programmes that will foster cooperative and collaborative arrangements for the

sustainable development of civil aviation in Nigeria. To this end, the policy framework will gear toward the following:

- a) Harmonization of its National Civil Aviation Policy with the guiding principles of African Civil Aviation Policy (AFCAP);
- b) Establishment of the necessary forum to facilitate regular exchange of ideas and experiences with local and international stakeholders;
- c) Putting in place necessary machinery for the periodic review of this Policy;
- d) Conformance with ICAO Standards and Recommended Practices (SARPs) as the primary source of guidance on the establishment of national aviation regulatory and institutional frameworks;
- e) Review of all aviation laws, regulations and practices;
- f) Develop Public-Private Sector collaboration and demand-driven programmes and projects;
- g) Establish local and international institutional linkages for Human Capital Development;
- h) Development of Aerodromes; and
- i) Stakeholders' engagement and collaboration.

2.4 Strategic Objectives

The strategic objectives of the Federal Government of Nigeria would be as follows:

- a) Institutionalize International Best Practices in safety and security;
- b) Develop world-class infrastructure;
- c) Reform institutions, develop capacity and increase professionalism;
- d) Transform key airports into a network of domestic and international hubs;
- e) Grow domestic and International Airlines and ensure their financial stability;
- f) Develop Airport Cities;
- g) Minimize the adverse effects of civil aviation activities on the environment; and
- h) Achieve zero accident rate in the aviation industry.

2.5 Expected Outcomes

The Expected Outcomes of this Policy would be as follows:

- a) One Hundred Percent (100%) performance/ratings compliance in Aviation Safety/Security regulations and operations;
- b) Significant growth in aviation infrastructure capacity to support growth in the

aviation and other related industries for the next five (5) years;

- c) Sizeable increase in human capacity development (technical, managerial, operational, etc.) to support the growth in the industry for the next five (5) years;
- d) Significant increase in aviation contribution to the national GDP in the next five (5) years;
- e) Increase in the proliferation of aviation businesses (airlines, aviation support and related services);
- f) Creation of thousands of direct and indirect employment opportunities for qualified Nigerians in aviation and related industries.

2.6 Management and Institutional Framework

The Ministry of Aviation and its agencies are responsible for all matters concerning civil aviation in Nigeria.

2.6.1 Ministry of Aviation and Aerospace

The Ministry is responsible for the formulation and management of civil aviation policies, oversees air transportation, airport development, maintenance, provision of aviation infrastructural services and aviation security, improvement of airspace management, meteorological services, aviation human capital development and other needs for the overall development of the Aviation Industry in the country.

The Ministry has eleven (11) Departments and five (5) Units as follows:

a) Departments

- i. Air Transport Management;
- ii. Air Safety Administration;
- iii. Aerodrome Development;
- iv. Planning, Research and Statistics;
- v. General Services;
- vi. Human Resource Management;
- vii. Finance and Accounts;
- viii. Procurement;
- ix. Reform Coordination and Service Improvement;
- x. Internal Audit; and
- xi. Special Duties.

b) Special Units

- i. Legal Services;
- ii. Public Private Partnership (PPP)
- iii. Protocol
- iv. Press; and
- v. Anti-Corruption and Transparency Unit (ACTU).

2.6.2 Agencies

The Ministry also has six (6) Agencies with their core functions as follows:

(i) Nigeria Civil Aviation Authority (NCAA)

Nigeria Civil Aviation Authority is the regulatory body for civil aviation in Nigeria. It came into existence with the passing into law of the Civil Aviation Act 2006 which was reviewed in 2022. The Act not only empowers the Authority to regulate Aviation Safety and Security but to also conduct oversight functions of Airports, Airspace, Meteorological Services, aviation training and licensing of aviation professionals, as well as economic regulation of the industry.

(ii) Nigerian Airspace Management Agency (NAMA)

NAMA was established by Act No 48 of 1999 which was repealed by the enactment of the NAMA Act, 2022. NAMA is responsible for the provision of air navigation services, air traffic services, aeronautical telecommunication services and aeronautical search and rescue in accordance with the Nigeria Civil Aviation Regulations (Nig.CARs).

(iii) Federal Airports Authority of Nigeria (FAAN)

FAAN was established by Act No. 9 of 1996 which was repealed by the enactment of the FAAN Act, 2022. FAAN is responsible for the development, provision and maintenance of airports within Nigeria as well as the provision of all necessary services and facilities for the safe, secure, orderly, expeditious and economic operation of air transport.

(iv) Nigerian College of Aviation Technology (NCAT)

The Nigerian College of Aviation Technology (NCAT) is an aviation training institution established in 1964 by an Act of Parliament, as amended by the NCAT Act, 2022. NCAT is charged primarily with the responsibility of training pilots, air traffic controllers, aircraft maintenance engineers, aeronautical telecommunications engineering personnel, and other aviation specialists for the Nigerian and African aviation industry.

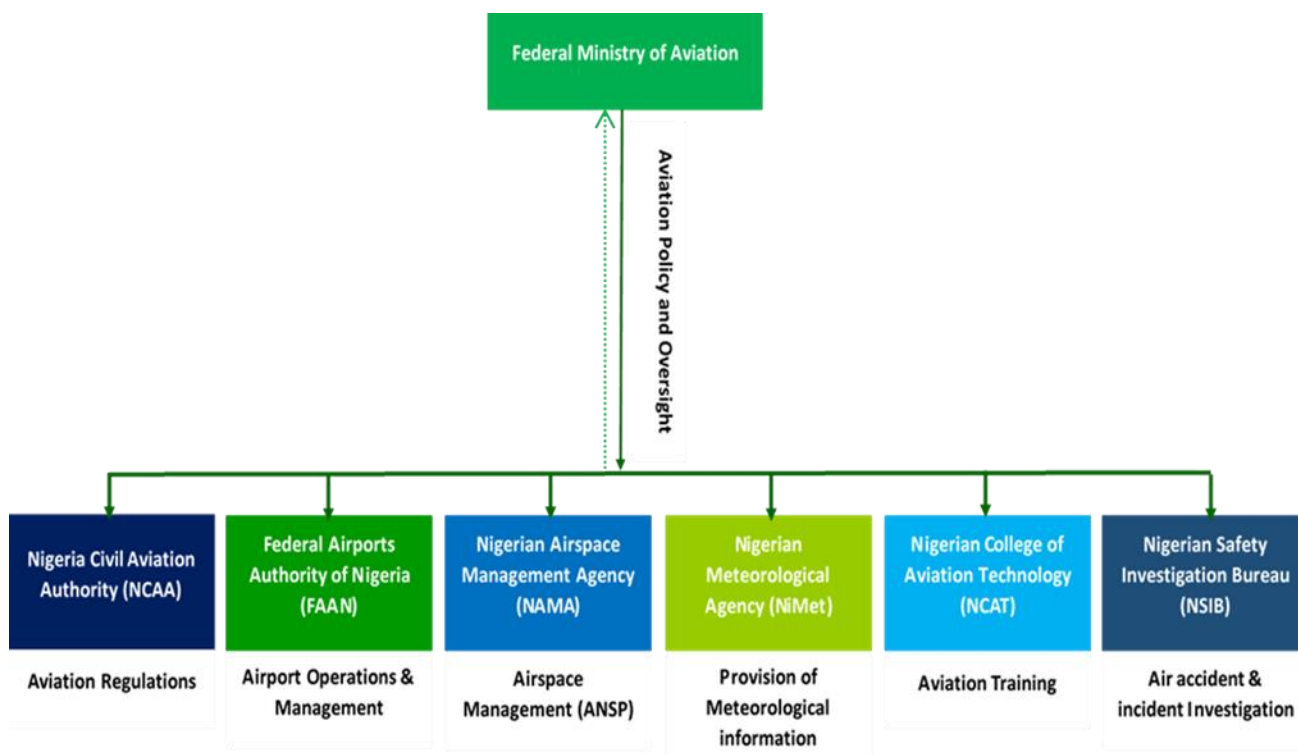
(v) Nigerian Meteorological Agency (NiMet)

NiMet was established by Act No. 9, 2003 which was repealed by the enactment of the Nigerian Meteorological Agency (Establishment) Act, 2022. NiMet is responsible for the provision of meteorological services to the aviation, marine, energy, agriculture and water resources industries, as well as preparing and implementing government policies on meteorological and climate services. The Agency is also responsible for the training of meteorologists and weather observers.

(vi) Nigerian Safety Investigation Bureau (NSIB)

Nigerian Safety Investigation Bureau was established by Act No. 35 of 2022 (the NISB Act, 2022) to determine the cause of aviation, rail and marine occurrences, with the aim to identify safety recommendations to prevent similar occurrences in the future).

Figure 2: Nigeria Civil Aviation Institutional Structure



2.6.3 Aviation Stakeholders

Apart from the Ministry of Aviation and Aerospace & its agencies, there are other key stakeholders such as airline operators (private and commercial), civil aviation service providers which include Handling Companies, Cargo Consolidators, Tour Operators, Maintenance and Repair Organizations, Airport Operators, amongst others.

2.7 Key Performance Indicators of the Policy

Assessment of the Key Performance Indicators (KPIs) of the Policy will focus on the achievement of the following deliverables:

- a) Safe and secure Air Transport System;
- b) Improvement of passengers' comfort;
- c) Efficient and professional Air Transport System;
- d) Building a robust Air Transport Industry that is pivotal to Nigeria's socio-economic development;
- e) Provision of effective policy and administrative services framework.

2.8 Aviation Legislation and Regulatory Framework

Preamble

The Chicago Convention and its Annexes form the primary international air law regulating the conduct of international civil aviation. In addition, other instruments such as Conventions and Protocols have been concluded for specific areas including Aviation Security, Passenger and third-party liabilities as well as meteorological services. Member States are enjoined to domesticate the Conventions.

The Civil Aviation Act of 2022 and the Nigeria Civil Aviation Regulations (Nig.CARs) constitute the law regulating civil aviation in Nigeria.

2.8.1 Legislation

(i) Policy Statement

The Federal Government through the Ministry of Aviation and Aerospace & and its agencies shall have powers to make code of air navigation regulations. NCAA shall have the powers to develop, issue and revise operating regulations and rules consistent with the code of air navigation regulations, which shall conform with the Civil Aviation Act, of 2022.

(ii)Objective

The objective of the Federal Government is to ensure the periodic review of policies, aviation laws and regulations consistent with international standards.

(iii) Strategies

To achieve its objective, the Government shall do the following:

- a) Review and amend all civil aviation legislations and regulations to incorporate

current ICAO SARPs;

- b) Ratify all international air law instruments and incorporate their provisions into the National Laws;
- c) Empower the NCAA and other Departments/Agencies to implement and enforce all international conventions, protocols, and resolutions;
- d) Ensure that all aviation legislations are reviewed and revised to be in conformity with this policy; and
- e) Ensure timely implementation of the African Union (AU) and African Civil Aviation Commission (AFCAC) resolutions.

2.8.2 Regulatory Framework

(i) Policy Statement

The government shall establish effective and sustainable regulatory oversight systems.

(ii) Objective

The objective is to enhance an effective civil aviation regulatory system that shall promote the sustainable development of civil aviation in Nigeria.

(iii) Strategies

To achieve its objective, the Government shall accomplish the following:

- a) Ensure the continued autonomy of the NCAA with full regulatory powers for enforcement and oversight of the Nigerian aviation industry;
- b) Ensure adequate funding for the Ministry of Aviation and Aerospace & and its Agencies;
- c) Collaborate with Regional Safety Oversight Organizations (RSOOs); and
- d) Adopt and ensure effective implementation of all AU and AFCAC Resolutions, Rules and harmonized Regulations.

3 PART III - AVIATION FINANCING AND ECONOMIC REGULATION

3.1 Aviation Financing

Preamble

The global trend today is that governments are increasingly transferring the responsibility of financing airports and air navigation services to the private sector or to financially autonomous public or semi-public bodies. Where airports and air navigation services have been operated by autonomous entities, their overall financial situation and managerial efficiency have tended to improve.

In countries where the government provides direct funding of the civil aviation administration's regulatory functions, such administrations tend to be poorly funded and are ineffective due to competing government priorities.

3.1.1 Financing of Infrastructure

(i) Policy Statement

The government shall utilize all forms of financing in the development, modernization and management of airports and aviation infrastructure/facilities.

(ii) Objective

The objective of the Government is to have adequate funding for the development of world-class airports, air navigation, meteorological and training infrastructure facilities that meet ICAO SARPs and all international best practices.

(iii) Strategies

In pursuit of this objective, the government shall accomplish the following:

- a) Encourage commercialization and privatization of airports and air navigation services;
- b) Implement innovative financing schemes to modernise infrastructure and increase capacity;
- c) Put in place an effective cost and revenue accounting system, sound methodology for determining the cost basis for charges, internationally recognized cost recovery policies and effective mechanism for the collection of charges;
- d) Encourage Service Providers to consider the use of pre-funding fees as a means of financing long-term, large-scale investments provided there is effective and transparent economic oversight of user charges and the related provision of services, including performance auditing and benchmarking;

- e) Encourage the adoption of Public-Private Partnerships in the development of infrastructure and collection of non-aeronautical revenues; and
- f) Adopt pragmatic measures to build a transparent, stable and predictable investment climate to support aviation development.

3.1.2 Financing of Regulatory Functions

(i) Policy Statement

The government will continue to ensure that the NCAA is adequately funded.

(ii) Objective

The government's objective is to have an effective Civil Aviation Authority that is adequately funded to fulfil its regulatory oversight responsibilities.

(iii) Strategies

In pursuit of this objective, the Government shall accomplish the following:

- a) Regulatory oversight functions shall be funded through a percentage of Sales Charge on the cost of tickets;
- b) NCAA will continue to impose charges on a cost-recovery basis for inspections, certifications, registrations and issuance of licenses, certificates, permits, and approvals; and
- c) When necessary, the government shall provide subventions and budgetary allocations to the NCAA to further enhance its regulatory functions.

3.2 Aviation Insurance

(i) Policy Statement

The air carriers' insurance liability shall conform with ICAO SARPs.

(ii) Objective

The government shall ensure that Air Carriers and other aviation service providers put in place adequate insurance coverage for their operations.

(iii) Strategies

In pursuit of this objective, the Government shall accomplish the following:

- a) NCAA shall put in place necessary regulations for aviation insurance.

3.3 Aviation Tariffs and Charges

(i) Policy Statement

The aviation service providers shall develop tariffs and charges that are market competitive and in accordance with ICAO policy and guidelines, and file those tariffs and charges with the regulatory authority.

(ii) Objective

The Government shall ensure that all aviation tariffs and charges are non-discriminatory in accordance with ICAO policy and guidelines.

(iii) Strategies

In pursuit of this objective, the Government shall accomplish the following:

- a) Ensure that aviation charges are only applied to services rendered;
- b) Ensure that all user charges are in accordance with ICAO policy and guidelines and international best practices;
- c) Ensure that all aeronautical charges shall be filed with the NCAA for the purpose of anti-trust and consumer protection;
- d) NCAA shall ensure that tariffs and charges are determined based on accounting principles and may reflect, as required, other economic principles, provided that these conform with provisions of the Chicago Convention 44 and its annexures on International Civil Aviation; and this Policy.

3.4 Economic Regulation

Preamble

The aviation industry has changed significantly over the last 25 years with the growing trend for the commercialisation of the sector, shifting from their roots as government organisations towards quasi or fully-independent entities that operate based on a commercial business.

(i) Policy Statement

Tariffs and charges of aviation service providers are regulated by the NCAA in accordance with ICAO policy and consultation with interested stakeholders of the services.

(ii) Objectives

The objectives of the Government are to:

- a) Ensure transparency of all financial data required to determine the basis for

charges and tariffs;

- b) Encourage efficiency and efficacy in the operation of service providers;
- c) Encourage investments to meet future demand; and
- d) Ensure that rates and charges are adequate for the safety and security of operations and the development and maintenance of infrastructure.

(iii) Strategies

In pursuance of the above objectives, Government shall ensure the following:

- a) Put in place the necessary machinery to regulate the economics of respective airports and air navigation services;
- b) Revenues generated by the Civil Aviation Industry are re-invested in this sector in accordance with ICAO's policies on charges (Doc 9082);
- c) Aviation charges are only applied to services rendered;
- d) Aviation tariffs and charges are reviewed from time to time in consultation with stakeholders;
- e) Facilitate a single window clearing system for an efficient and quick transit of services;
- f) Development of objective financial indicators in assessing the strengths, weaknesses, opportunities and threats of individual airlines in order to take corrective measures;
- g) Evaluation of key non-financial indicators in measuring airline performance.

3.5 Public-Private Partnership

A Public-Private Partnership (PPP) is a partnership between the public sector and the private sector to deliver a project or a service traditionally provided by the public sector. The advantage of a PPP is that the management skills and financial acumen of private businesses could create better value for money for taxpayers when proper cooperative arrangements between the public and private sectors are used.

PPP can increase the quality, efficiency and competitiveness of public services. It can supplement limited public sector capacities and raise additional finance in an environment of budgetary restrictions. The best use of private sector operational efficiencies can increase quality to the public and the ability to speed up infrastructure development.

PPPs are being used to finance, build and operate many different types of transportation infrastructure, including airports and related infrastructure.

Examples of PPP models include:

- a) **Design-Build (DB)** – The private-sector partner designs and builds the infrastructure to meet the public-sector stakeholder's specifications, often for a fixed price. The private-sector partner assumes all risks.
- b) **Operation and Maintenance Contract (O&M)** – The private firm, under contract, operates a publicly owned asset for a specific period. The public partner then retains ownership of the assets.
- c) **Design-Build-Finance-Operate (DBFO)** – The private-sector company designs, finances and constructs a new infrastructure component and owns the operation and maintenance under a long-term lease. When the lease is up, the private-sector partner transfers the infrastructure component to the public-sector partner.
- d) **Build-Own-Operate (BOO)** – The private party finances, builds, owns and operates the infrastructure component perpetually. The public-sector partner's constraints are stated in the original agreement and through ongoing regulatory authority.
- e) **Build-Own-Operate-Transfer (BOOT)** – Privatization is granted for financing, design, building and operation of an infrastructure component (and to charge user fees) for a specific time, after which ownership is transferred back to the public-sector partner.
- f) **Buy-Build-Operate (BBO)** – This publicly owned asset is legally transferred to a private-sector partner for a designated period.
- g) **Build-Lease-Operate-Transfer (BLOT)** – The private-sector partner designs, finances and builds a facility on leased public land. The private-sector partner operates the facility for the duration of the land lease. When the lease expires, assets are transferred to the public-sector partner.
- h) **Operation License** – The private-sector partner is granted a license or other expression of legal permission to operate a public service, usually for a specified term. (This model is often used in IT projects.)
- i) **Finance only** – The private entity partner, usually a financial services company, funds the infrastructure component and charges the public-sector partner interest to use the funds.

4 PART IV - HUMAN CAPITAL DEVELOPMENT

Preamble

Aviation being a specialized industry requires the services of highly trained, skilled and adequate personnel to achieve a high level of safety, security and efficiency in air operations.

(i) Policy Statement

The government shall encourage the training, recruitment and retention of an adequate number and quality of aviation personnel.

(ii) Objectives

The Government objectives on Aviation Human Resources are:

- a) To have an adequate number of highly trained and skilled personnel in charge of Aviation in Nigeria, in order to have a safe and secure industry.
- b) To provide sustainable support to enable NCAT to maintain its status as a Training Centre of Excellence (TCE) for high-quality aviation-related human capital development to meet the current and future needs of the Nigerian aviation industry;
- c) To encourage the development of Aviation Training Organizations (ATOs), including flying schools for basic, refresher and advanced training;
- d) To encourage research and development that would catalyse growth in aviation operations in Nigeria; and
- e) To provide an enabling environment for adequate funding of aviation training in Nigeria.

(iii) Strategies

In pursuance of these objectives, the Government shall accomplish the following:

- a) Provide necessary incentives to facilitate private sector investment in the establishment of ATOs;
- b) Develop institutional infrastructural requirements and state-of-the-art technologies to meet world-class standards;
- c) Expand operational capacities in Training, Research and Development (R&D);
- d) Ensure that ATOs in Nigeria use ICAO Instructional System Development (ISD) methodology in conducting training;
- e) Promote and facilitate close cooperation amongst ATOs in Africa through membership of the Association of African Aviation Training Organizations

(AATO); and

- f) Put in place harmonized employee remuneration packages and conditions of service in line with international best practices.

4.1 Validation of Foreign Crew/Technical Personnel Licenses

Preamble

Validation of foreign crew licenses shall be done by the NCAA based on specific needs and requirements. While validation of Nigerians who hold foreign licenses shall be automatic, subject to taking and passing the required examinations, foreigners who seek validation of their licenses shall be subject to foreign quota requirements of both the NCAA and the Federal Ministry of Interior.

(i) Policy Statement

The validation of foreign crew/technical personnel licenses will be considered for increasing qualified Nigerian flight crew, technical personnel, and aviation instructors for flying schools and clubs.

(ii) Objective

The government's objective is to promote the employment of qualified and competent Nigerian aviation professionals.

(iii) Strategies

In pursuance of the above objective, the following will be accomplished:

- a) NCAA shall provide from time-to-time regulations on the use of foreign crew/technical personnel and put in place mechanisms to ensure that it can assess and determine that the foreign crew and technical personnel are required;
- b) NCAA shall ensure the foreign crew/technical personnel are used only when there is no availability of qualified Nigeria crew/technical personnel;
- c) NCAA must have a database of all qualified Nigerian crew/technical personnel and their work status;
- d) NCAA shall ensure that foreign crew/technical personnel meet the requirements for validation and conversion of foreign licenses in line with NCAA and ICAO standards;
- e) The Department of Licensing, NCAA shall provide from time to time the process for the validation of foreign crew/technical personnel licenses;
- f) Operators seeking validation of foreign flight crew/technical personnel shall provide to the NCAA full justification for the request, including detailed practical programmes for training Nigerian flight crew/technical personnel and phasing out

the foreign crew/technical personnel. This programme will be carefully reviewed for compliance every 90 days by the Director General, NCAA;

- g) A validation certificate will be immediately nullified where the flight crew to whom it relates ceases to be employed by the Nigerian operator. The operator must immediately notify the NCAA upon such cessation of employment;
- h) NCAA reserves the right to withdraw the validation certificate of any flight crew/technical personnel at any time in the interest of the public; and
- i) NCAA shall permit a Nigerian air transport operator to employ flight crew/technical personnel holding valid foreign licenses issued by the competent authority in a contracting ICAO State, to operate Nigerian-registered aircraft until local flight crew are adequately trained to obtain appropriate NCAA licenses, ratings and acquire necessary experience.

5 PART V - AVIATION SAFETY AND SECURITY

Preamble

Safety is the cornerstone of international civil aviation and an integral part of the strategic objectives of ICAO. Nigeria as an ICAO member has the responsibility to ensure and enhance aviation safety while putting the Global Aviation Safety Plan (GASP) goals in utmost priority.

Nigeria has a good aviation safety record and maintaining the highest standards of safety continues to be the primary objective of the National Civil Aviation Policy. While the primary responsibility for aviation safety rests with all stakeholders (Airport Authority, Aviation Agencies, Operators, Business Owners and Passengers), the NCAA has taken and shall continue to take important steps to ensure the safety of air travel.

Aviation Safety Oversight is a means of ensuring safety in civil aviation through effective implementation of the safety-related Standards and Recommended Practices (SARPs) and relevant provisions of the Convention.

An effective and autonomous civil aviation authority is essential for achieving safe and secure air transport in the country to optimise resources. It is also essential for collaborating with other States within the region to establish Regional Safety Oversight Organisations (RSOOs) and Regional Accident Investigation Agencies (RAIAs) such as BAGASOO and Banjul Accord Group Accident Investigation Agency (BAGAIA).

Nigeria has promulgated a legislative framework and specific regulations to ensure compliance with international standards that define how the NCAA shall oversee the management of safety in the country. These include the NCAA's participation in specific activities related to the management of safety in Nigeria, and the establishment of the roles, responsibilities and relationships of organizations in the system. The safety standards shall be periodically reviewed to ensure they remain relevant and appropriate to the country.

5.1 Aviation Safety - Safety Regulations and Oversight

(i) Policy Statement

NCAA shall continue to have powers and independence to carry out effective safety oversight and regulation of the aviation industry to ensure that the safety regulatory regime of Nigeria meets the ICAO eight (8) critical elements of a state safety oversight system.

(ii) Objective

The government's objective is to ensure a high level of safety in civil aviation operations through compliance with ICAO SARPs and Nig.CARs. The safe and orderly

development of international civil aviation requires that all civil aviation operations be conducted under internationally accepted minimum operating standards, procedures and practices.

(iii) Strategies

In pursuit of this objective, the government shall accomplish the following:

- a) Ensure NCAA continues to be autonomous and be strengthened with adequate resources to carry out its responsibilities;
- b) The safety oversight responsibilities of all service providers in the industry shall continue to reside with the NCAA;
- c) Ensure the Nworkwork out modalities for the licensing of various categories of personnel in the industry;
- d) Partner with other Member States to create Regional/Sub-Regional Aviation Safety Oversight Organisations (RSOOs);
- e) Encourage ECOWAS States to implement cooperative safety initiatives;
- f) NCAA Aviation Safety Inspectors to receive adequate training in accordance with the established Inspectors Training System (ITS) and improved welfare in accordance with ICAO Document 9760, Chapter 4.5.1.1 and section 10 (1) (c) of the Civil Aviation Act, of 2022; and
- g) NCAA shall collaborate with other stakeholders to develop and implement a National Aviation Safety Plan (NASP) in line with the Regional Aviation Safety Plan (RASP) and ICAO Global Aviation Safety Plan (GASP).

5.2 Safety Management

(i) Policy Statements

The government shall ensure that all aviation stakeholders exhibit a high safety culture in their operations.

(ii) Objectives

The objective of the Government is to ensure that the culture of Safety Management is inherent in all civil aviation activities.

(iii) Strategies

In pursuance of these objectives, the following will be accomplished:

- a) NCAA shall establish State Safety Programmes in accordance with the ICAO Safety Management Manual and it shall be implemented in a manner consistent with ICAO Annex 19 and the National Aviation Safety Plan (NASP);

- b) NCAA shall ensure that all aviation service providers have in place a Safety Management System (SMS). The SMS will be monitored continuously by NCAA and periodically reviewed;
- c) NCAA and all aviation Stakeholders will develop and imbibe a safety culture in their operations;
- d) Government will collaborate with ICAO Member States within the region to develop Regional Safety Programmes and State Safety Programmes (SSPs);
- e) The government shall collaborate with international establishments to organise ICAO's Train the Trainers course programmes for NCAA and aviation service providers to implement SMS;
- f) Seminars, Workshops and Conferences will be organised for all stakeholders to sensitise and enlighten them on the benefits of imbibing a safety culture;
- g) The designated placeholder organization responsible for the development, implementation and maintenance of the State Safety Programme will be the NCAA. NCAA will be provided with the necessary human and financial resources for the effective implementation of the State Safety Programme commensurate with the size and complexity of the Nigerian aviation industry;
- h) Seminars, workshops and conferences will be organised for all stakeholders by the NCAA to sensitize and enlighten them on the benefits of imbibing a safety culture;
- i) The NCAA is to implement a National Aviation Safety Plan consistent with the Global and Regional Aviation Safety Plans to continually reduce fatalities and the risk of fatalities; and
- j) NCAA shall take the necessary measures to protect safety data and safety information collected for maintaining or improving safety and their related sources.

5.3 Accident Investigation and Prevention

(i) Policy Statement

Nigeria shall continue to have an autonomous accident investigation and prevention agency, the Nigerian Safety Investigation Bureau (NSIB), for the investigation of civil aircraft accidents and major incidents. NSIB will continue to have the responsibility of coordinating family assistance for victims of air accidents and incidents.

(ii) Objective

The objective of the government is to ensure a timely and thorough investigation of all accidents and major incidents to prevent future occurrences.

(iii) Strategies

To accomplish this objective:

- a) The NSIB shall continue to be independent in order to guarantee thorough and impartial air accident investigations and reports;
- b) The government shall provide NSIB with necessary resources including adequate funding and qualified/experienced professionals for carrying out all transportation and accident investigations;
- c) NSIB shall endeavour to issue Accident Reports within the time frame and in a manner consistent with the provision of Annex 13 of the Chicago Convention;
- d) Government shall work with ECOWAS member states to establish a Regional Accident Investigation Agency;
- e) The government shall make available adequate resources necessary to investigate the full range of aircraft accidents and to conduct thorough analyses of the accident and incident data received; and
- f) NSIB shall ensure that Aircraft Accident Investigators receive adequate training commensurate with their responsibilities as accident investigators, group leaders, investigators-in-charge, accredited representatives, advisers, or experts/specialists.

5.4 Communication, Navigation and Surveillance (CNS)

(i) Policy Statement

The government shall continue to enhance the implementation of CNS in accordance with ICAO SARPs. The primary responsibility for CNS lies with NAMA.

(ii) Objective

The objective of the government is to continue to provide Communication, Navigation and Surveillance (CNS) which complies with ICAO SARPs for the safety, regularity and efficiency of flight operations in Nigeria, and adjacent airspaces collaboratively.

(iii) Strategies

To achieve the above objective, the Government shall:

- a) Develop national action plans, aligned with the regional performance objectives for the implementation of Performance Based Navigation (PBN) and elimination of deficiencies in order to achieve the goals set by ICAO;
- b) Ensure regular calibration of air navigation and landing aid facilities;
- c) Collaborate with other airspaces to establish interoperable systems to ensure the

emergence of a seamless CNS system in Nigeria as well as in the region;

- d) Ensure NAMA expands the use of Very Small Aperture Technology (VSAT) and proper coordination of the Installation of VSAT and Satellite Communication networks within and among adjacent States; and
- e) Implement the language proficiency provisions with a high level of priority to ensure that flight crews, air traffic controllers and aeronautical station operators involved in international operations maintain language proficiency at least at ICAO Operational Level.

5.5 Aviation Security

Preamble

Nigeria has a responsibility under Annex 17 of the Convention on International Civil Aviation to ensure the implementation of adequate security measures at all airports, airstrips, and helideck/helipads.

(i) Policy Statement

Nigeria, in cooperation with international partners, shall take all necessary actions, consistent with applicable laws, statutes, and international agreements and ICAO SARPs to enhance aviation security.

(ii) Objective

The objective of the government is to have well-coordinated and effective Aviation Security Management Systems which will ensure the prevention of unlawful interference against civil aviation.

(iii) Strategies

To achieve the above objective, the government shall:

- a) Ratify and domesticate all international Conventions and Protocols on Aviation Security;
- b) Develop and put in place a National Aviation Security Programme and National Civil Aviation Security Committees, respectively;
- c) All Airport Security Agencies will work with Aviation Security (AVSEC) personnel at the airport in accordance with Airports Security Rules and procedures in conformity with ICAO SARPs;
- d) Strengthen the Aviation Security (AVSEC) Department in NCAA to ensure proper regulatory oversight;
- e) Take all necessary actions, consistent with applicable laws, statutes, international agreements and ICAO Standards and Recommended Practices (SARPs);

- f) Deploy all available technology, equipment, methodologies and procedures to prevent and counter all threats, particularly new and emerging threats to civil aviation, based on risk assessment;
- g) Ensure that FAAN, airlines and other aviation service providers/support companies put necessary security measures in place to enhance the security of their operations in compliance with ICAO standards;
- h) Promote strong security and facilitation cultures and ensure appropriate balance between the two; and
- i) Implement strategies to manage Security Risks in line with ICAO's Risk Context Statement and crisis response procedures.

5.6 Airport Security Management

(i) Policy Statement

The government will ensure that airports are provided with adequate security mechanisms and resources.

(ii) Objective

The government shall ensure adequate security at airports in accordance with Annexes 9, 14 and 17 of ICAO.

(iii) Strategies

In pursuit of this objective, the Government shall accomplish the following:

- a) Designate the Federal Airports Authority of Nigeria (FAAN) as the coordinating authority for the management of Aviation Security in all airports;
- b) Develop and maintain airport security programme, put in place an airport security committee, establish and implement airport emergency and security contingency plans;
- c) Airport Security Committees will operate in consultation and coordination with Airport Facilitation Committees whenever the need arises;
- d) Ensure Aviation Security, coordinate and supervise all security activities and security-related matters within the airport and its environs;
- e) Deploy all available technology, equipment, methodologies and procedures to prevent and counter all threats, particularly new and emerging threats to civil aviation, based on risk assessment;
- f) Ensure Aviation Security personnel are well-trained and professionalized;
- g) Make resources available for the provision of current and up-to-date security

equipment and their maintenance;

- h) Promote strong security and facilitation cultures and ensure appropriate balance between the two; and
- i) Establish Security Risk Management processes, in line with ICAO's Risk Context Statement and crisis response procedures.

5.7 Airlines/Operators Security Management

(i) Policy Statement

To enhance the security of flight operations, the government shall ensure that airlines and private operators put necessary security measures in place and comply with set rules and regulations.

(ii) Objective

The government's objective is to ensure that airlines and private operators play effective roles in ensuring the security of their operations.

(iii) Strategies

In pursuit of this objective, the following shall be accomplished:

- a) Airlines and Private Operators shall operate in accordance with Security Manuals duly approved by the NCAA;
- b) Airlines shall conduct secondary security passenger screening at the airports;
- c) Airlines and Private Operators shall deploy qualified and NCAA/FAAN approved Security Personnel for their operations and security activities;
- d) Ensure that airlines and other aviation companies put necessary measures in place to enhance the security of their operations in compliance with Aviation requirements; and
- e) Develop and implement Aviation Security Quality Control Programme to determine compliance with and validate the effectiveness of Aviation Security Programme.

6 PART VI – OPERATIONS

Preamble

Globally, air transport has become the engine for sustainable economic development and growth through tourism and trade, generation of jobs, improvement of living standards, alleviation of poverty and increase of revenue generation. Air transport is one of the means of transportation to/from remote areas, and promotes social inclusion by connecting those living in such communities with the rest of the country. Removal of restrictions creates the enabling environment for alliances and/or mergers among service providers and enhances flight interconnectivity thus giving users more choice and encouraging the use of air services.

In Africa, with the advent of the Yamoussoukro Decision in 1999, there is increasing liberalization of access to air transport markets, harmonization of air transport policies and free exchange of traffic rights. The Single African Air Transport Market (SAATM) commenced on the 28th of January 2018 with Nigeria being one of the pioneer signatories. Currently, 35 Member States are signatories to the Solemn Commitment. Nigeria will continue to lead the adoption of a free air transport market in the African region.

6.1 Liberalization of the Air Transport Industry

(i) Policy Statement

The government shall encourage a liberalized, competitive and common air transport market in Nigeria, promoting scheduled commuter and charter operations by Nigerian registered aircraft.

(ii) Objective

The government's objective is to develop a liberalized and competitive air transport industry that responds to the dictates of the market, technological developments and global trends. The government's objective is to fully implement the Yamoussoukro Decision of 1999 and the Single African Air Transport Market (SAATM), through the removal of restrictions, the creation of an enabling environment for alliances and/or mergers among service providers and enhancing flight connectivity.

(iii) Strategies

To achieve the above objective, the government shall accomplish the following:

- a) Liberalise the market structure by strengthening the current domestic, regional and intercontinental routes for the benefit of consumers;

- b) Deliberate fiscal support to Nigerian carriers to be able to operate in all the capitals of ECOWAS Member States by 2024. Such support includes but is not limited to Viability Gap Funding (VGF);
- c) Scheduled commuter services by Nigerian charter operators will be encouraged on domestic routes on which regularly scheduled Passenger Transport operators are not operating;
- d) Unutilized capacity by an airline for two scheduling periods (two IATA seasons) will be allocated to another Nigerian airline desirous of utilizing it unless the airline is in a force majeure situation;
- e) Wherever possible, charters will only be approved for operators engaging Nigerian pilots and Engineers;
- f) International Charters originating from Nigeria will be allowed to Nigerian operators only;
- g) Round trip passenger group charters will be allowed on all international routes irrespective of the scheduled operations; and
- h) On routes adequately served by scheduled operators, Charter operators would be allowed one-way international passenger charter services.

6.2 Public Service Obligations

(i) Policy Statement

Government through support provided to airline operators shall ensure Nigerians in remote and underserved communities have reasonable access to air services to major cities and other key centres, including routes that are not commercially viable.

(ii) Objective

The government desires to ensure adequate air transportation to states that are currently underserved by airline operators due to social and economic reasons.

(iii) Strategies

The government shall support the above objective by:

- a) Ensuring the use of Route Dispersal Guidelines (RDGs) to achieve maximum connectivity with all airports in the country most efficiently and economically by adopting a market-market-determined pricing mechanism;
- b) Using Scheduled Operator Permit (SOP) to achieve connectivity and increase regional market reach by domestic operators while decongesting major airport terminals;
- c) Liberalizing code-share agreements between Nigerian Carriers (including

Private Carriers) to encourage airline operators to develop their route network and have connectivity to multiple destinations (domestic and international)

6.3 Airport Operations (Type, Classification etc.)

Airport operations include a wide range of processes, from terminal procedures like check-in, bag checks, and security to aircraft handling, car parking, retail, maintenance, and customer service. Each layer has its own requirements, needs, and challenges, and addressing every aspect of an airport can help create a successful business on all levels. Airport Operations can be divided into four types:

- a) Landside operations;
- b) Airside operations;
- c) Billing and invoicing; and
- d) Information management.

Landside operations: Landside operations are aimed at serving passengers and maintenance of terminal buildings, parking facilities, and vehicular traffic circular drives. Passenger operations include baggage handling and tagging. Terminal operations comprise resource allocation and staff management.

Airside operations: Airside operations include aircraft landing and navigation, airport traffic management, runway management and ground handling safety.

Billing and invoicing operations: Billing and invoicing operations cover aeronautical and non-aeronautical revenue. Ledger or accounting systems contain information regarding airport finances: flight bills, handling invoices, cash, sales within the airport (points-of-sales), staff payrolls, etc.

Information management: Information management relates to the collection and distribution of daily flight information, storing of seasonal and arrival/departure information, as well as the connection with airlines.

6.4 Agencies at Nigerian Airports and their roles:

- a) Nigeria Civil Aviation Authority (NCAA);
- b) Federal Airports Authority of Nigeria (FAAN);
- c) Nigerian Airspace Management Agency (NAMA);
- d) Nigerian Safety Investigation Bureau (NSIB);
- e) Nigerian Meteorological Agency (NiMet);

- f) Nigeria Customs Service (NCS);
- g) Nigeria Immigration Service (NIS).
- h) National Drugs Law Enforcement Agency (NDLEA);
- i) Nigeria Agricultural Quarantine Service (NAQS); and
- j) Port Health.

Nigeria Civil Aviation Authority (NCAA) – The Nigeria Civil Aviation Authority is the regulatory body for aviation in Nigeria. It became autonomous with the enactment of the Civil Aviation Act, of 2022. The Act not only empowers the Authority to regulate Aviation Safety without political interference but also to carry out oversight functions of Airports, Airspace, Meteorological Services, etc. as well as economic regulations of the industry. It is the sole regulatory authority for Civil Aviation in Nigeria, with its functions and powers being in accordance with ICAO Annexes and Standards and Recommended Practices (SARPs).

Federal Airports Authority of Nigeria (FAAN) – The Federal Airports Authority of Nigeria (FAAN) is a service organization established by Act No. 9 of 1996 as amended and contained in Cap F5 Laws of the Federal Republic of Nigeria 2004. FAAN is responsible for the management of all commercial airports in Nigeria through the provision of services to passengers and airlines. FAAN generates revenue for operations through aeronautical and non-aeronautical sources such as landing fees, parking fees, rents, concession fees and utility fees. One of the main functions of FAAN is to develop, provide and maintain airports, necessary services and facilities for the safe, orderly, expeditious and economic operation of air transport.

Nigerian Airspace Management Agency (NAMA) – The Nigerian Airspace Management Agency (NAMA) was established by Act No 48 of 1999 with a mandate to develop the Nigerian Airspace to a level consistent with the requirements of the International Civil Aviation Organization's (ICAO) standards and recommended practices. The Agency is responsible for the provision of air navigation services throughout the Nigerian Flight Information Region. This includes the country's twenty-five (25) towered airports and its two Air Traffic Control Centres. The agency provides airtraffic control, air navigation, charting and consulting services to ensure safe, efficient, expeditious and economical Air Navigation Services.

Nigerian Safety Investigation Bureau (NSIB) – The Nigerian Safety Investigation Bureau (NSIB) was established by the NSIB Act, 2022. The NSIB is empowered by the Act to investigate all air, road, rail and marine accidents. The NSIB will enhance investigations into the causal effects of accidents of various modes of transportation in a bid to provide safety recommendations intended to prevent the recurrence of similar accidents. The purpose of this is not to apportion blame or liability. NSIB will

collaborate with Regional and International Safety Organizations to organize training/conferences/workshops/seminars for improvement of safety.

Nigerian Meteorological Agency (NiMet) – The Nigerian Meteorological Agency (NiMet) came into existence by an Act of the National Assembly — NiMet (Establishment) Act 2003, enacted on 21st May 2003 which was repealed and re-enacted in 2022. It is a Federal Government agency charged with the responsibility to advise the Federal Government on all aspects of meteorology; project, prepare and interpret government policy in the field of meteorology, and issue weather (and climate) forecasts for the safe operations of aircraft, ocean-going vessels and oil rigs. The Act also makes it the responsibility of the Agency to observe, collate, collect, process and disseminate all meteorological data and information within and outside; co-ordinate research activities among staff, and publish scientific papers in the various branches of meteorology in support of sustainable socio-economic activities in Nigeria.

Nigeria Customs Service (NCS) – The Nigeria Customs Service (NCS) is an independent customs service under the supervisory oversight of the Federal Ministry of Finance, Budget and National Planning (FMFBNP) responsible for the collection of customs revenue, facilitation of both national and international trade and anti-smuggling activities. The NCS is responsible for checking travellers and their baggage, cargo and mail, assessing and collecting customs duties and other taxes on goods and services.

Nigeria Immigration Service (NIS) – The Nigeria Immigration Service (NIS) is the Government Agency established by an Act of Parliament, Cap I71, Laws of the Federation of Nigeria, and charged with the responsibility of migration management in Nigeria. The NIS is responsible for the control of persons entering or leaving Nigeria, issuance of travel documents to bona fide Nigerians in and outside Nigeria, issuance of residence permits to foreigners in Nigeria, and border surveillance and patrol, amongst others.

National Drugs Law Enforcement Agency (NDLEA) - The NDLEA oversees drug policy and control in Nigeria. Within this purview, the Agency has the mandate to curtail the illicit production, importation, sale and trafficking of psychoactive substances. NDLEA Staff conduct interdiction and destruction of narcotic drugs and other illicit substances. They also engage in preventive drug abuse activities such as advocacy counselling, and rehabilitation of drug users.

Nigeria Agricultural Quarantine Service (NAQS) - NAQS is a regulatory agency under the Federal Ministry of Agriculture and Rural Development. It was created for the harmonization of Plants, Veterinary and Aquatic resources (fisheries) Quarantine in Nigeria to promote and regulate sanitary (animal and fisheries health) and phytosanitary (plant health) measures in connection with the import and export of

agricultural products to minimize the risk to agricultural economy, food safety and the environment.

Port Health (PH) – Port Health provides prompt and effective first-class services in line with the global best practices for the reduction of morbidity, mortality and disability due to communicable and non-communicable diseases at the point of Entry/Exit.

6.5 Air Transport Licensing

(i) Policy Statement

The government of Nigeria shall only grant Air Transport Licenses and Permits to Air Carriers that fulfil the eligibility criteria outlined in Nig.CARs.

(ii) Objective

The objective of the government in granting Air Transport Licenses and Permits is to promote growth and healthy competition while balancing the interests of the aviation industry, travelling passengers and the country as a whole.

(iii) Strategies

To achieve the above objective, the government shall accomplish the following:

- a) Air carriers shall possess a valid Air Operator's Certificate duly issued by NCAA in accordance with Nig.CARs and ICAO SARPs;
- b) Government may partner with another airline to operate air services;
- c) The minimum paid-up capital requirement for a Domestic Airline Transport license shall be ₦500 Million and will be reviewed periodically. All current operators having paid-up capital of less than ₦500 Million will be required to increase their capital within a period of two years from the date of this policy;
- d) The minimum paid-up capital requirement for a Regional Airline Transport license shall be a minimum of ₦1 Billion and will be reviewed periodically. All current operators having paid-up capital of less than ₦1 Billion will be required to increase their capital within a period of two years from the date of this policy;
- e) The minimum paid-up capital requirement for an Intercontinental Airline Transport license shall be ₦2 Billion and will be reviewed periodically. All current operators having paid-up capital less than ₦2 Billion will increase their capital within a period of two years from the date of this policy;
- f) The minimum fleet size for Domestic Air Transport license holders shall be as stipulated in the Nig.CARs. For both Regional and Intercontinental operations, the minimum fleet size and configuration of the aircraft shall be as specified in the Nig.CARs;

- g) There will be no permanent addition to fleet capacity by inducting foreign registered aircraft on wet lease other than for cargo aircraft. Temporary induction of foreign registered aircraft on the wet lease may be permitted under extraordinary circumstances in line with Nig.CARs;
- h) All Nigerian airlines shall appoint one independent Director to the board of the airline. The appointment of the independent Director shall be subject to approval by the NCAA; and
- i) All Nigerian airlines operating scheduled flights shall be audited by one of the “Big Four” accounting firms in Nigeria - PricewaterhouseCoopers (PWC), Deloitte, KPMG and Ernst & Young.

6.6 Competition and Consumer Protection

(i) Policy Statement

Consumer Service Units will be established by all relevant agencies under the Ministry of Aviation and Aerospace, and other service providers in order to enlighten consumers of their rights and responsibilities. The scope of the Competition and Consumer Protection will also involve the regulations/guidelines of the Federal Competition and Consumer Protection Commission (FCCPC), where applicable.

(ii) Objectives

The government’s objectives are:

- a) To encourage fair competition and protect the rights of consumers as well as increase their confidence in aviation services in the country; and
- b) To create a fair and conducive environment for all aviation stakeholders to ensure a strong and sustainable aviation industry that is competitive in a global and liberalized environment.

(iii) Strategies

- a) To achieve the above objectives, the government shall establish an Aviation Consumers Council, made up of industry stakeholders including users;
- b) NCAA shall monitor the activities of Airlines, Travel Agents, Cargo Consolidators, Ground Handling Companies and other service providers to ensure compliance with regulations governing their operations and protection of the consumers of their services;
- c) NCAA shall enforce the adopted Rules of Competition in Air Transport Services and Dispute Settlement Mechanism; and

- d) The FCCPC will be engaged where necessary to ensure effective consumer protection and timely complaint resolution.

6.7 Cargo Operations

Preamble

Air cargo services have become increasingly important in economic development and world trade. According to corroborating sources, in 2022, the total goods carried worldwide by air represent about 2 per cent of global trade by volume, but around 40 per cent by value. Most high-value goods rely on transport by air. Forecasts suggest that over the next 20 years, global air cargo will expand at an annual rate of 5.2%, reflecting increased trade through liberalization of the markets.

The market for cargo trade in Africa in 2022 stood at N400bn (US\$2.53bn) with a 60% share of that market for Nigeria. Global Air Freight forecast suggests an average annual growth rate of 5.3 % for Africa over the next ten years. Therefore, an efficient air cargo and logistics operation is vital for competitive trade and investment.

The Aviation Roadmap of the Federal Government provides a platform for a dynamic Aviation Industry with an integrated Aviation Master Plan to develop Aerotropolis, Cargo Terminals Villages initially at ten (10) airport locations, and five (5) Special Economic Zones in Nigeria in order to maximize the economic potentials of the nation's goals of being a leading economy in Africa. As air cargo and logistics operations are vital for competitive trade and investment in Nigeria, there is a need to critically review these operations in line with the government's Aviation Roadmap.

(i) Policy Statement

To facilitate efficient air cargo and logistics operations, which are vital for competitive trade and investment in line with ICAO guidance, there should be a liberalization of air cargo services.

(ii) Objective

The Government's objective in the Air Cargo supply chain is to facilitate safe, secure and efficient air cargo operations. It calls for ICAO, in collaboration with other international organizations, to take the lead role to continue improvements in the security of the global air cargo supply chain with the commitment of its member states.

(iii) Strategies

In pursuance of the above objectives, the Government shall accomplish the following:

- a) Provide infrastructure for Air Cargo villages which will include multi-modal transport, cargo terminals, cold storage centres, automatic storage and retrieval systems, mechanized transport of cargo, dedicated express cargo terminals with airside and city side openings, computerization and automation;
- b) Establish cargo villages on a Public Private Partnership at major international airports and promote Lagos, Abuja, Port Harcourt, Enugu and Kano as Aviation Cargo hubs;
- c) Air cargo will be encouraged as scheduled or non-scheduled operations;
- d) Air cargo operators will operate services to destinations within and outside Nigeria. For operations outside Nigeria, operators will seek permission from the Minister of Aviation to demonstrate their ability to conduct such operations in accordance with ICAO SARPs;
- e) All cargo operators will comply strictly with all local and international regulations relating to cargo operations in particular obtaining security clearance when conveying arms, ammunition, munitions of war and explosives by air to, from, within or over Nigeria;
- f) Aircraft for use in cargo operations will be registered in Nigeria and hold a Certificate of Airworthiness for cargo operations. Any pressurized aircraft to be imported for air cargo operations will meet the requirements as specified in the Nig.CARs.
- g) No aircraft requiring major checks will be permitted for cargo operation as per the requirements of the Nig.CARs; and
- h) The airway bill for air transportation of cargo issued by air cargo operators will be in accordance with the provisions of the Civil Aviation Act and any other requirements, which may be prescribed by NCAA.

6.8 Carriage of Pilgrims by Air

Preamble

To ensure the airworthiness, safety of flight operations and timely evacuation of the pilgrims as well as the encouragement of domestic scheduled operators for carriage of pilgrims, the government recognizes the need to develop a policy on the Carriage of Pilgrims by Air in line with international standards and best practices.

(i) Policy Statement

The Federal Government of Nigeria in the interest of international best practices shall provide a conducive environment for passengers and all Airline Operators that operate pilgrimage flights whether designated by provisions of a Bilateral Agreement or

purposely for seasonal flights.

(ii) Objective

The government is desirous of growing and utilizing domestic airlines for the carriage of pilgrims, therefore domestic operators are encouraged to partner with both scheduled and non-scheduled foreign operators in conducting pilgrimage flights.

(iii) Strategies

In pursuance of the above objective, the following shall be accomplished:

- a) The NCAA shall observe strict adherence to ICAO SARPs on all foreign aircraft operators conducting pilgrimages. As part of this oversight function, the NCAA will issue annually, six (6) months before the pilgrimage season, guidelines for the transportation of pilgrims by air in compliance with Nigerian Civil Aviation Regulations;
- b) Domestic operators will be encouraged to partner with both scheduled and non-scheduled foreign operators in conducting pilgrimage flights;
- c) For the safety and convenience of pilgrims, all government agencies and private sector operators involved in the carriage of pilgrims will work together in both out-bound and in-bound phases;
- d) NCAA to ensure that air operators who have no regular flight operations to Nigeria under any of the bilateral or commercial agreements and desire to operate pilgrimage flights shall submit the required Bank Guarantee in favour of the relevant Pilgrims Board; and
- e) The government shall hold all air pilgrim operators and their Agents responsible for implementing this policy. Any air pilgrim operator that does not conform to these guidelines will be subjected to exclusion and appropriate measures and penalties will be taken against such operator.

6.9 Continual Development of Airport Infrastructure and Management

Preamble

Well-planned and efficiently operated modern airports are important national assets. As demand for air travel and airport services grows, airports' infrastructural development must continue to bring investors and experts with operational capabilities who are familiar with aviation laws, regulations and operating procedures to the forefront of new developments in airport operations.

The responsibility to develop, maintain and manage airports is vested in the Airport Operators i.e., the Federal Airports Authority of Nigeria (FAAN), State or private sector

participants. However, the responsibility of providing Security, Rescue and Firefighting services is vested solely with FAAN. Airports will be made safer and user-friendly while ensuring world-class airport infrastructure in accordance with demand, ensuring maximum capacity utilization and efficient management by involving the private sector. Airports will be developed in accordance with ICAO guidelines, which provide self-sustenance and discourage the use of funds generated from one airport system to fund other airports.

The International Civil Aviation Organization (ICAO) has developed various recommendations, policies and Standards in relation to environmental protection. These include the ICAO Carbon Offsetting and Reduction Scheme for International Aviation (CORSIA) and sustainability criteria for Sustainable Aviation Fuel (SAF). The annual ICAO Stocktaking and the ICAO Global Coalition for Sustainable Aviation, comprising various stakeholders, provide a valuable network accelerating innovative aviation solutions. The international aviation industry is also developing an ambitious long-term aspirational goal for international aviation (LTAG). A key step taken to facilitate sustainable aviation transition is the new ICAO Assistance, Capacity Building and Training for Sustainable Aviation Fuel (ACT-SAF). It will provide opportunities for all ICAO Member States to develop their full potential in SAF development and deployment, in line with ICAO's No Country Left Behind initiative.

As Nigeria has the potential to be a Maintenance, Repair & Overhaul (MRO) hub due to its growing aircraft fleet, location advantage and availability of technical manpower, the government recognises the need for developing strategies to have more MRO facilities at various airports - where land is available.

(i) Policy Statement

For efficient airport operation and management, the government shall provide professionals for developing, managing and operating the airports to meet all global safety and certification standards. Though the aviation industry has been identified as one of the hard-to-abate industries, the Nigerian government is committed to taking steps to drive the development of modern technologies, improved operations, sustainable aviation fuels and market-based measures.

(ii) Objective

The Government's objectives in developing and maintaining airports and associated infrastructure shall be:

- a) To ensure safe, secure, functional, cost-effective and user-friendly airport systems and to provide critical capacity for air transport growth; and
- b) To encourage the establishment of Maintenance, Repair and

Overhauling(MRO) and Approved Maintenance Organization (AMO) facilities at various airports where land is available.

(iii) Strategies

In pursuance of this objective, the government shall accomplish the following:

- a) All airport developments will be in accordance with the respective Airport's Master Plans and land use plans as approved by FAAN and the Nigeria Civil Aviation Authority;
- b) Encourage Public Private Partnership (PPP) in the development and maintenance of airports;
- c) Adequate consultations will be encouraged with all interested stakeholders throughout the period of planning and implementation;
- d) Encourage MRO facilities at various airports as appropriate;
- e) Provide an enabling environment such as tax incentives that favour future domestic MROs;
- f) Sustain the waiver on import duties and spare parts for commercial and private operators;
- g) Establish Airport Emergency Plans and Emergency Operation Centres (EOCs) in line with international standards and put in place procedures to handle unlawful interference with aircraft and civil aviation facilities and equipment;
- h) Improve operational efficiency and implementation of Airport Collaborative Decision Making (A-CDM) by FAAN at the national level, while ensuring minimization of flight delays;
- i) Consult with the stakeholders on environmental issues and corporate social responsibility;
- j) Promote collaboration among Air Navigation Service Providers (ANSPs), aircraft and airport operators, to undertake enhanced air and ground operations, including the implementation of the ICAO Aviation System Block Updates (ASBUs) and its implementation in accordance with the Global Air Navigation Plan (GANP);
- k) Work with relevant stakeholders to accelerate the research and certification of new fuel pathways and the certification of new aircraft and engines, to allow the use of 100% Sustainable Aviation Fuel (SAF), to scale up SAF supply, especially through encouraging and promoting SAF and/or Lower Carbon Aviation Fuel (LCAF) purchase agreements, as well as to support timely delivery of any necessary changes to airport and energy supply infrastructure; and
- l) Promote the participation of the private sector in environmental protection.

6.10 Development of Aerodromes by State Governments in Nigeria

(i) Policy Statement

In the States, the Federal Government shall encourage the development of aerodromes, helipads and heliports by interested stakeholders and the private sector in accordance with ICAO SARPs.

(ii) Objectives

To enhance air transportation of goods and services in Nigeria, the promoters shall be encouraged to develop world-class aviation infrastructure with passenger comfort in focus and efficient facilities for cargo handling as well as maintenance and repair operations.

(iii) Strategies

In pursuance of this objective, the government shall accomplish the following:

- a) Encourage interested stakeholders and the private sector to finance the development of aerodromes, helipads and heliports after obtaining approval from the Federal Government and in line with ICAO SARPS.

For the development of aerodromes, helipads and heliports, the Developer will be required to complete the following processes:

- i. Obtain an approval from the FMA to commence the process;
 - ii. Develop a Feasibility Study and submit same to the FMA; and
 - iii. Submit a letter of undertaking that FGN shall not be required to take over the airport or to pay for the cost of developing or maintaining the airport after completion.
- b) Encourage the project facilitators and promoters to partner with private sectors in the creation and management of airport infrastructure with the overall objective of ensuring the safety, security and commercial viability of the airports that they operate;
 - c) Airports shall be classified and designated based on access to the development and evacuation of allied resources and other General Aviation needs; and
 - d) In areas with low passenger load factor, necessary subsidies based on Public Service Obligations (PSO) shall be encouraged to improve passenger load factor to make operations on these routes commercially viable.

6.11 Nigeria Aerotropolis Development (Airport- City) Development

Preamble

The concept of an Aerotropolis which will encompass all commercial functions of a modern metropolitan city – facilitating rapid commercial development around major airports to encourage urban growth which will invariably transform the environment around airports into airport cities – is adopted as a private sector-driven approach to support government's Aviation Roadmap and to actualize the new vision and Master Plan of the Ministry of Aviation and Aerospace.

(i) Policy Statement

The government shall develop airport cities around major international airports through multi-modal access and aviation-linked commercial infrastructure development.

(ii) Objective

The Government's objectives are as follows:

- a) Develop Nigeria's major commercial airports and surrounding Aerotropolis into efficient, profitable, self-sustaining, commercial hubs of an effective aviation industry;
- b) Change in the business model of Nigeria's airports into a self-sustaining model through increased private sector investment in the airports;
- c) Maximise the contribution of airports and Aerotropolis to the socio-economic development of the Nigerian economy through increased trade, in-flow of foreign direct investment, growth of local industries and the creation of jobs; and
- d) Consolidate Nigeria's potential as Africa's largest market and facilitate ease of entry and investment into the economy.

(iii) Strategies:

To accomplish the above objectives, Government shall accomplish the following:

- a) Develop the enabling environment (legal, regulatory and fiduciary framework) to attract investments and encourage rapid commercialisation within the airport cities;
- b) Facilitate the construction and expansion of the airport infrastructure to attract financing for the development of viable infrastructure, and industry clusters in key commercial airports in Nigeria;

- c) Enhance the development of non-airport linked business;
- d) Develop Special Economic Zones within the airport cities; and
- e) Develop multi-modal, multi-functional commercial nexus, anchoring aviation-enabled trade in goods and services.

6.12 Air Navigation Services and Management

Preamble

Air Navigation Services entail the provision of Communication, Navigation, Surveillance/Air Traffic Management (CNS/ATM) facilities and services for the efficient management of the airspace. The services include air traffic control, aeronautical communications, navigation/landing aids and calibrations, aeronautical search and rescue coordination and aeronautical information services. NAMA is responsible for Air Navigation Services and Management in Nigeria.

The major challenge facing Nigeria in the provision of these services is the paucity of funds to implement the CNS/ATM System and maintain existing facilities. Various cooperative initiatives have been made to ensure that air navigational services in the country meet international standards.

6.12.1 Air Traffic Management

(i) Policy Statement

The Federal Government shall facilitate the establishment of a Single Sky concept countrywide with a well-coordinated Air Traffic Management system.

(ii) Objectives

The objectives of the government are:

- a) To provide safe, orderly and expeditious flow of air traffic within its airspace and to co-operate with the aeronautical authorities of adjacent airspaces to coordinate the flow of air traffic; and
- b) To have a single/seamless African sky with a coordinated air traffic management system.

(iii) Strategies

To accomplish these objectives, the government shall:

- a) Plan, develop and manage ATM in accordance with Nig.CARs, ensuring all operators intending to conduct foreign non-scheduled flights into or within Nigeria obtain prior approval from NCAA and flight clearance from NAMA, which will be

valid for a period of 48 hours. Any flight delayed beyond 48 hours within Nigeria for any reason will require a fresh clearance from the Director General, NCAA and effected by MD NAMA;

- b) Provide adequate funds for the implementation of proven modern technologies in the provision of Air Traffic Management, including but not limited to PBN, GNSS, SBAS, Satellite-Based ADS-B, ADS-C, AMHS and Space-Based VHF Systems;
- c) Support the collaboration among African Air Navigation Service Providers to expedite the establishment of a single/seamless airspace; and
- d) National air navigation plans are in line with regional plans and adopt a performance-based approach.

6.12.2 Aeronautical Information Management (AIM)

(i) Policy Statement

NAMA shall ensure that aeronautical information/data and aeronautical charts are provided for the safety, regularity and efficiency of flight operations.

(ii) Objectives

The objective is always to ensure the availability of adequate comprehensive navigation data and aeronautical charts for the safe performance of flight operations.

(iii) Strategies

To achieve these objectives, the government shall:

- a) Ensure the full implementation of a common reference coordinate system -World Geodetic System -1984 (WGS 84);
- b) Make available a quality system for the origination, production, maintenance and efficient distribution of aeronautical information;
- c) Develop and introduce an ICAO conceptual information data model for the storage, retrieval and exchange of aeronautical data;
- d) Ensure compliance with the provision of ICAO Annex 15 in the provision of Aeronautical Information Management (AIM); and
- e) Develop national plans, performance goals and achievable milestones to implement the transition from AIS to AIM in accordance with the ICAO roadmap.

6.12.3 Search and Rescue and Medical Operations

(i) Policy Statement

NAMA shall be responsible for providing Search and Rescue Services in addition to the provision of Air Navigation Services. NAMA shall effectively collaborate and coordinate with other relevant agencies in aeronautical search and rescue activities.

(ii) Objectives

The objective is to ensure that NAMA continuously implements effective Search and Rescue Mechanisms that will promote timely, expeditious and coordinated response to aircraft incidents and accidents.

(iii) Strategies

To achieve the above objective, the government shall:

- a) Establish a properly coordinated, equipped and funded Search and Rescue directorate;
- b) Put in place the necessary machinery to develop cooperative and collaborative approaches and agreements to Search and Rescue with neighbouring states;
- c) Provide NAMA with all the necessary Search and Rescue equipment that can be deployed quickly for strategic requirements to deal with emergencies;
- d) Update all agreements and detailed procedures among aviation, maritime and other rescue coordination Centres, for effective coordination and optimization of resources;
- e) In case of medical evacuation, encourage medical insurance companies to formulate appropriate packages to include the costs of such evacuations; and
- f) Continue to be a party to COSPAS- SARSAT as providers of ground segments or as user country.
- g) All offshore flight operations shall obtain meteorological information from NiMet.

6.13 Aeronautical Meteorological Services

Preamble

It is estimated that up to thirty percent (30%) of aviation accidents and incidents worldwide are related to weather. Accurate and timely meteorological information is therefore vital for achieving safety in the airspace. The Federal Government of Nigeria established the Nigerian Meteorological Agency (NiMet) to provide aeronautical meteorological services as part of its statutory responsibilities. Annex 3 to the ICAO Convention requires that each contracting State should designate a Meteorological Authority to provide meteorological services for safe air navigation. NiMet is the designated Meteorological Authority for Nigeria.

(i) Policy Statement

This policy is aimed at further strengthening NiMet to continuously and sustainably provide accurate and timely weather services for safe air navigation in the Nigerian airspace and for other weather-sensitive sectors.

(ii) Objective

The objective of the government is to ensure that accurate and timely weather information for air navigation is always available for the safety of aircraft and other operations.

(iii) Strategies

To achieve this objective, the government shall accomplish the following:

- a) Ensure that NiMet is properly funded;
- b) Ensure that NiMet provides meteorological services and recovers costs incurred in providing meteorological services to all users;
- c) ICAO and WMO provide the guidelines for the recovery of costs associated with meteorological services;
- d) NiMet will ensure that weather information is in accordance with ICAO SARPs;
- e) Develop meteorological performance objectives for the implementation of SIGMET and quality management systems;
- f) Operators comply with all ICAO requirements regarding weather forecasts and other meteorological information, which shall be provided by NiMet;
- g) All offshore flight operations shall obtain meteorological information from NiMet;
- h) Aircraft Operation shall obtain OPMET information (Flight folder documentation) for flight planning and Air Navigation from NiMet before departing the Aerodrome;
- i) NiMet shall deploy technology for electronic transmission of aviation weather information to private aerodrome operators at a cost to be determined by the Agency;
- j) NiMet shall give technical advisories and recommendations for procurement and installation of automated or conventional weather observation equipment for aerodromes in Nigeria;
- k) No individual company or organization shall provide meteorological-related information or service to the contractor or project owner without prior clearance from NiMet; and

- l) For any airport construction project in Nigeria, NiMet shall be involved in managing the meteorological component of the project from beginning to end.

6.14 Environmental Protection

Preamble

Environmental protection has become a major issue in international aviation. There have been concerted efforts through ICAO for a global approach to mitigating the impact of aviation on the environment.

ICAO has adopted a Balanced Approach to Aircraft Noise Management that consists of four principal elements, namely reduction at source (quieter aircraft), land-use planning and management, noise abatement operational procedures and operating restrictions, with the goal of addressing the noise problem most cost-effectively.

Due to the increasing amount of residential development surrounding airports and the continued growth of commercial air travel, air pollution surrounding airports has become a significant concern for local/regional governments as contaminants emitted by aircraft and airport sources can affect human health and the environment.

The ICAO 37th Assembly resolved that States and relevant organizations will work through ICAO to achieve a global annual average fuel efficiency improvement of 2% until 2020 and an aspirational global fuel efficiency improvement rate of 2% per annum from 2021 to 2050, calculated based on the volume of fuel used per revenue tonne-kilometre performed.

(i) Policy Statement

Nigeria shall take necessary measures to ensure continuous development and growth of civil aviation with minimal adverse impact on the environment in line with ICAO SARPs.

(ii) Objective

Nigeria's objective is to ensure the sustainable development of an environmentally friendly civil aviation industry.

(iii) Strategies

In pursuit of this objective, the government shall accomplish the following:

- a) Environmental protection shall be the joint responsibility of the various Agencies. FAAN and NCAA shall be the regulator to ensure compliance;
- b) Implement applicable ICAO Eight Critical Elements on aircraft noise and

emissions control;

- c) Support ICAO efforts to achieve global annual fuel efficiency improvement and shall develop action plans as applicable;
- d) Ensure adherence to the United Nations Framework Convention on Climate Change (UNFCCC) principle of common but differentiated responsibilities, and implement mechanisms to reduce aircraft emissions and limit the impact on the environment;
- e) Take into cognisance ICAO's guiding principles when designing and implementing its Market-Based Measures (MBMs);
- f) Ensure that commercial aircraft operators from States below the minima threshold of 1% of total global revenue to kilometres qualify for exemption for the application of MBMs that are established on national, regional and global levels;
- g) Ensure that Airport Operators comply with the environmental protection programme approved by the NCAA;
- h) Encourage operators to acquire and use modern, quieter and more fuel-efficient aircraft. In this regard Nigeria shall continue to support the Cape Town Convention's International Interest on Mobile Equipment and Aircraft Protocol in order to facilitate cheaper aircraft financing;
- i) Accelerate the development and implementation of fuel-efficient routings and operational procedures to reduce aviation emissions;
- j) Accelerate efforts to achieve environmental benefits through the application of satellite-based technologies that improve the efficiency of air navigation;
- k) Remove legal, security, economic and other institutional barriers to enable implementation of the new ATM operational concepts for the environmentally efficient use of airspace;
- l) Put in place appropriate measures to accelerate the development, deployment and use of sustainable alternative fuel for aviation;
- m) Work together with ICAO and other relevant international bodies to identify, develop and implement processes and mechanisms for the provision of technical and financial assistance to developing countries;
- n) Provide health, safety and environmental information to all interested stakeholders; and
- o) Consult with the stakeholders on matters of environmental issues and corporate social responsibility.

7 PART VII - GENERAL AVIATION AND OFFSHORE HELICOPTER OPERATIONS

7.1 General Aviation

Preamble

The General Aviation (GA) industry in Nigeria is quite significant and currently growing and could emerge as a key driver of regional connectivity and economic development. Hitherto, GA has been ignored and has operated in the shadow of commercial airlines, as there has been no dedicated policy, regulatory framework, infrastructure or services to support it. There has been limited consideration for GA requirements in air traffic management planning and the development of dedicated infrastructure at airports other than Lagos and Abuja.

The multiplicity of aircraft types, fragmentation of operators and evolving technology have undoubtedly created problems for the NCAA. The quality and safety audit system is deficient due to a shortage of personnel to develop, monitor and enforce regulations in GA. GA could also be used as a training ground for future airline pilots and employees in other skilled occupations, thereby making an important contribution to the skills requirements of the wider aviation industry. The sheer resource requirements to address these issues may necessitate the establishment of a dedicated division within the NCAA or even a restructuring of the Authority.

(i) Policy Statement

The new airport master plan shall seek ways to increase capacity and flexibility for GA including ensuring adequate parking and hangar space, allowing MRO and Fixed Based Operation (FBO) activities at the airports whilst developing ATC procedures capable of accommodating increased small aircraft movement.

(ii) Objective

The government's objective is to extend the aviation network beyond scheduled operations between cities. The government intends to introduce appropriate incentives for domestic operators with aircraft seating less than 80 passengers. The government shall also encourage the establishment of flying schools as training grounds for pilots, aviation technicians and air traffic controllers to alleviate the shortage of skilled personnel in the aviation industry.

(iii) Strategies

In pursuance of this objective, the Government shall accomplish the following:

- a) Encourage State Governments to partner with the Federal Government to become active in reviving smaller airports.
- b) Access to the airspace will be equitable to facilitate the effective operation of GA, instead of the current practice where GA traffic is controlled in the same airspace as commercial jets; and
- c) The NCAA shall adopt a clean-sheet approach to introduce and structure a new regulatory framework that would allow Nigeria to develop a safe, modern and efficient GA sector.

7.2 Non-Scheduled Flight Operations in Nigeria

Preamble

As a signatory to the Chicago Convention, the Government of Nigeria permits non-scheduled flights by foreign registered aircraft into or overflying the national territory. The Government also recognises for safety and security reasons, the need to control and monitor all non-scheduled flight operations in Nigeria – especially foreign non-scheduled flights

(i) Policy Statement

For reasons of safety and security, non-scheduled flight operations within the territorial waters of Nigeria shall be monitored and controlled.

(ii) Objective

The Government's objective is to strengthen the control and monitoring of non-scheduled flights into or over Nigeria.

(iii) Strategies

- a) For security and safety reasons, foreign non-scheduled aircraft flying into and within Nigeria and capable of air-dropping will attract detailed scrutiny and appropriate checks, and as such it may not be possible to clear these flights within the usual notice period. In such a situation, the Director General of, NCAA will extend the period of notice provided that the operator seeks the special permission of the Minister of Aviation before conducting the flight.
- b) Foreign non-scheduled flights will not be permitted to pick up passengers or cargo in Nigeria for carriage and subsequent disembarkation at any other location

in Nigeria. Overflying Nigerian territory with aircraft capable of air-dropping will also not be permitted and the technical landing at an international airport located nearest to the international border will be mandatory in such a situation.

- c) Any foreign non-scheduled aircraft intending to land at military airfields must obtain the requisite clearance from the relevant military authority in addition to the authorization reference number clearance obtained from NAMA.
- d) Retention of foreign registered aircraft in Nigeria will not be permitted beyond a period of 15 days from the date of entry. However, the Minister of Aviation may in certain circumstances grant the extension of this period for up to 60 days. Such circumstances may include:
 - 1) Aircraft arriving in Nigeria to participate in a National or International Air Show for which the duration of the show is more than 15 days;
 - 2) Aircraft allowed into Nigeria for specific scientific purposes, including weather research, geophysical surveys and mineral explorations;
 - 3) Aircraft allowed into Nigeria for national or international sports events, exportation as well as aircraft fully equipped for medical purposes or humanitarian relief work in Nigeria;
 - 4) Aircraft on multiple-leg tourist charter flights covering different points within Nigeria or a private aircraft carrying foreigners visiting various parts of the country as part of tour packages;
 - 5) Aircraft brought into the country for demonstration to prospective buyers, maintenance in Nigeria at an Approved Maintenance Organization (AMO) or Maintenance, Repair and Overhaul (MRO) facility;
- e) The operator of a foreign non-scheduled aircraft will be required to seek special permission from the Minister of Aviation in each of the following cases:
 - 1) Operation in Nigeria of an aircraft registered in a non-ICAO member state; and
 - 2) Passenger charter flights to Nigeria are not covered by Tourist or Pilgrimage Charter guidelines.
- f) NCAA shall grant clearance applications forwarded by Government Ministries, Departments or Agencies, Nigerian missions abroad and by missions of concerned countries, through normal diplomatic channels, notwithstanding the foregoing policy guidelines;
- g) Approval or clearance from the Director General, NCAA will not be required in

the following cases:

- 1) Operating a flight with changed equipment to an airport where crew training will be carried out, provided the flight is a non-revenue flight;
 - 2) Operating a relief flight with engineers and material for grounded aircraft within the country provided that there will be no disruption to approved scheduled flights caused by the operation of such relief flight; and
 - 3) Re-routing flights to a station for picking up stranded passengers due to technical problems of another aircraft, provided such flights are given a suffix as 'R' to be identified as a re-routed flight. Operators must inform each passenger of such re-routed flights so that any inconvenience is known to them in advance;
- h) Approval or clearance from the Director General, NCAA will not be required from Nigerians operating non-revenue flights with appropriate insurance policies in the following cases:
- 1) For private aircraft owned or leased by individuals, only the family members of the owner/lessee of the aircraft will be permitted on board as passengers;
 - 2) For private aircraft owned or leased by companies or corporate entities only the employees and members of the Board of Directors of the Company will be permitted on board as passengers;
 - 3) For aircraft belonging to non-scheduled or scheduled operators, only the employees and members of the Board of Directors of the company or the corporation may be permitted on board as passengers; and
 - 4) All operators shall declare the identities of all passengers on non-revenue charter flights in the appropriate General Declaration Forms prior to obtaining ATC clearance;
- i) Nigerian carriers operating revenue passenger charter flights will be required to have a current non-scheduled or scheduled Operator Permit with Operations Manual that contains flight duty time limitations which will be strictly monitored regularly; and
- j) Nigerian carriers operating international non-scheduled flights will comply with the following:
- 1) Operators shall be required to obtain the appropriate clearance from the NCAA and comply with applicable regulations of the relevant regulatory authorities at the destination countries prior to the operation of international flights; and

- 2) Where scheduled operators engage in international charter flight operations, they will give an undertaking to the NCAA confirming the non-disruption of their scheduled flights.

7.3 Helicopter Offshore Operation to Installations

Preamble

The helicopter's evolution, since the early 1960s, into a routine offshore "workhorse" has inevitably brought its operational support activities into sharper focus. The harsh operating environment, some serious and fatal incidents, and the introduction of goal-setting offshore safety requirements have all contributed to a greater awareness concerning the problems associated with operating helicopters in a marine environment.

Technologically, helicopters have advanced significantly during the last 30 years. However, despite these technical improvements, aircraft designers, maintenance engineers, aircrews and helicopter operators continue to seek ways to improve flight safety and aircraft reliability.

The Installation Operators and vessel owners are entirely responsible for the helideck facilities they provide offshore. Therefore, they should also recognise and understand the need to ensure that high standards of operating management and hardware are maintained.

(i) Policy Statement

The government shall strengthen offshore helicopter safety standards and the NCAA will be encouraged to delegate the function for inspection and acceptance of all helidecks operating in Nigeria to NCAA certified Inspection Companies.

(ii) Objective

The objective of the government is to introduce enduring policies that will ensure the safety of Nigerian offshore helicopter operations.

(iii) Strategies

To achieve its objective, the government shall accomplish the following:

- a) The provision of "fit for purpose" and properly maintained helideck facilities (structure and equipment) are provided during the Installation;
- b) Ensure that NCAA liaises with the Nigerian Upstream Petroleum Regulatory Commission (NUPRC) to regulate the safety of offshore installations and related activities including arrangements for dealing with emergencies and ensuring that its Inspectors enforce these regulations;

- c) The NCAA shall regulate the safety of the helicopter and the competence of the offshore helicopter operators including all regulatory aspects of the areas concerning the airworthiness of the aircraft and the safety of flight operations to enable operators to meet requirements for the safe transportation of passengers;
- d) A reputable Inspection Company on Helidecks will function as a focus for the assessment of the design and performance of offshore helidecks. The company will make assessments of helidecks and, where appropriate, will apply operational limitations or restrictions published in the Helideck Limitations List (HLL); and
- e) Ensure that NCAA develops Offshore Helicopter/Helidecks Regulations as well as carrying out regular audits.

7.4 Remotely Piloted Aircraft System (RPAS) Operations

Preamble

Remotely Piloted Aircraft System (RPAS): consists of the Remotely Piloted Aircraft (RPA, i.e. drone) as well as the software, communication, control and data links, launch and recovery elements, support and maintenance equipment, operating personnel, handling, storage and transport equipment, and all documentation required for successful RPA flights. RPAs have become a necessary tool in aviation all around the world for Military, Planning, Oil and Gas and Recreational uses, they are used to improve everyday lives and impact the future. However, it is important to regulate its usage as it can cause fatal accidents when used without adequate control and can also be a national security threat.

(i) Policy Statement

The government shall ensure the safe and secure operation of the Remotely Piloted Aircraft System (RPAS) by ensuring the NCAA regulates its use.

(ii) Objective

The objective of this policy is to outline a governance structure and consistent direction that will ensure the safe use of the Remotely Piloted Aircraft System (RPAS), its procurement, operations, and regulation in Nigeria.

(iii) Strategies

To achieve this objective, the government shall accomplish the following:

- a) Pursue a coordinated and cooperative approach to managing and enabling the use of RPAS in Nigeria;

- b) Government will work closely with industry on the development of initiatives and approaches to enhancing the use of RPAS for national development;
- c) Ensure that the NCAA develops RPAS Regulations, licenses all RPAS activities, carries out regular audits and trains Aviation agency staff on RPAS;
- d) Ensure NCAA liaise with all other relevant Government agencies to ensure safe and secure operations of Unmanned Aerial Vehicles (UAV) in Nigeria;
- e) Ensure all UAV violations are properly documented and dealt with to avoid a reoccurrence.

8 PART VIII - INTERNATIONAL ASSOCIATIONS AND RELATIONS

Preamble

Aviation is by its nature an international sector. The Convention on International Civil Aviation (the "Chicago Convention") adopted in 1944 established a framework of rules and best practices for the operation of civil aviation internationally. It also established the International Civil Aviation Organisation (ICAO), an agency of the United Nations charged with coordinating and regulating international air transport.

A Bilateral Air Service Agreement (BASA) is concluded between two contracting countries, while Multilateral Air Services Agreement (MASA) involves more than two contracting states and the liberalization of commercial civil aviation services between those countries. These air services agreements allow the designated airlines of those countries to operate commercial flights that cover the transport of passengers and cargo between the countries. In addition, they normally regulate the frequency and capacity of air services between countries, pricing and other commercial aspects.

8.1 Air Services Agreements

(i) Policy Statement

The negotiation of air services agreements with third countries in air transport shall be guided by economic consideration and the principles of reciprocity that will ensure fair and equal opportunities.

(ii) Objective

The government's objective is to enter into mutually beneficial Air Services Agreements, which are of mutual respect, cooperation and adherence to the principles of consultation and participation in all aspects relating to the Air Services Agreement.

(iii) Strategies

In pursuance of this objective, the following shall be accomplished:

- a) Air Services Agreement negotiation amongst Member States will be in accordance with Yamoussoukro Decision and NCAP;
- b) Air Services Agreement negotiation by Nigeria with third-world countries in air transportation will be in accordance with the Guidelines on External Negotiation;
- c) Slot Committees shall be established at airports with high-density activities; and
- d) To ensure fair and equal opportunities for Nigerian airlines, all Air Services

Agreements signed with third Countries should include Option 2 of the ICAO guidelines on Slot Allocation which states that:

- i. “Each Party shall facilitate the operation of the agreed services by the designated airlines of the other party, including granting the necessary landing and take-off slots, subject to the applicable national and international rules and regulations, and in accordance with the principle of fair and equal opportunity, reciprocity, non-discrimination and transparency”; and
- ii. “Both Parties shall make every effort to resolve any dispute over the issue of slots affecting the operation of the agreed services through consultation and negotiation in accordance with the provisions of Article X (Consultation) or through the dispute resolution provisions of Article Y (dispute settlement)”.

8.2 Bilateral and Multilateral Air Services Agreement (BASA/MASA)

(i) Policy Statement

Nigeria shall proactively pursue opportunities to negotiate more liberalized agreements for international scheduled air transportation that will provide maximum opportunity for passenger and all-cargo services to be added according to market forces.

(ii) Objectives

The objectives of the government are:

- a) Provide a framework that encourages competition and the development of new and expanded international air services to benefit travellers, shippers, and the tourism and business sectors;
- b) Provide opportunities for Nigerian airlines to grow and compete successfully in a more liberalized global environment;
- c) Support and facilitate Nigeria’s international trade objectives; and
- d) Support a safe, secure, efficient, economically healthy and viable Nigerian air transportation industry.

(iii) Strategies

In pursuance of these objectives, the government shall accomplish the following:

- a) In conducting the Bilateral and Multilateral agreements the exchange of opportunities, obligations, rights and privileges will be on a reciprocal basis and as guided by international standards and best practices;
- b) Incorporate multiple airlines' designation clauses and articles on codeshare in new Air Service Agreements (ASAs);

- c) Liberalize bilateral arrangements on a reciprocal basis with our bilateral partners to provide service from/to Abuja, Lagos, Kano, Enugu and Port Harcourt to destinations in Africa, Europe, North /South America and Asia/Middle East; and
- d) Actively participate in international meetings and establish mechanisms for the effective implementation of recommendations/resolutions.

9 PART IX - AVIATION ALLIED SUPPORT SERVICES

9.1 Aviation Support Services

Preamble

The National Aviation Policy affirms the Government's commitment to setting high standards of service through stakeholder feedback for the continuous improvement of Civil Aviation service delivery. The role of Aviation Support Services such as maintenance facilities amongst others is important, as they are the backbone of Civil Aviation Services. These services should be available in state-of-the-art conditions in adequate supply and accordance with demand. Based on the government's vision for a dynamic, self-sustaining air transport system, there is a need to emphasize the role of private sector involvement in the Aviation and Allied Support Services.

(i) Policy Statement

The government shall encourage the development of private sector-driven Aviation Support Services that is competitive and efficient.

(ii) Objective

The objective of government is to create a conducive environment for the creation of efficient, competitive and liberalized Aviation Support Services with ample opportunities for private sector participation.

(iii) Strategies

In pursuit of the objective, the government shall accomplish the following:

- a) Enlarge the policy space to liberalise aviation support services and create an enabling environment for effective private sector participation;
- b) Strengthen institutional and regulatory capacity to monitor and ensure that all Aviation Support Services meet international procedures, standards and requirements set by the Civil Aviation Authority and the airport operators;
- c) Strengthen institutional, regulatory and legal capacities of operators/owners of airports to regulate the number of Aviation Service Providers at each airport and for the NCAA to promote policies against monopoly and anti-trust;
- d) Airport Facilitation Committees collaborate and work with the Aviation Security Committee to achieve this objective and forestall unnecessary delays in the facilitation of passengers, goods and mail that might occur due to security checks;
- e) Strengthen the capacity of the NCAA to monitor the human, financial and technical health of any licensed Aviation support services provider to ensure that it renders

optimal and efficient services always; and

- f) Use Special Economic Zones to drive Aviation support services at the airports.

9.2 Development of Non-Aeronautical Facilities and Services

(i) Policy Statement

The government shall ensure that Airport Operators continuously take measures to increase the generation of non-aeronautical revenues and minimise dependency on aeronautical revenues.

(ii) Objective

The objective is to harness the hidden potential of the huge investment in airport infrastructure to expand the revenue base and create jobs through non-aeronautical facilities and services at the airports.

(iii) Strategies

In pursuit of the objective of Nigeria, the government shall ensure that:

- a) FAAN or any Airport operator will adopt a 'Single Till' revenue policy; and
- b) FAAN shall adopt Public-Private partnerships in the development and collection of non-aeronautical revenues.

9.3 Intermodal Transport Systems

Preamble

For transport to play its full role and have an effective impact on the integration of the continent, there is a need for physical integration of networks; operational integration; user-service provider interface; convergence of policies; joint planning and development of transport facilities and systems; harmonization of standards; and joint cross-border investments. Recent developments have made it imperative to both the service providers and the policymakers that the linkages of the different modes of transportation are necessary for achieving seamless movement of persons and goods as in the aerotropolis concept.

To ensure an efficient transportation practice, the use of multimodal transportation is vital. Multimodal transportation requires the use of more than one transport mode to move passengers and freight from one point to another. Combining two or three modes of transport is essential for the smooth transportation of passengers and goods. Various concepts are now in use when more than one mode of transport is used to transport passengers and goods.

Air passengers' expectations include rapid and direct transfer from the city centre to the Airport, quick and convenient transfer of passengers and their baggage from international to domestic terminals when transiting, as well as the availability of specialized (Air terminal) for check-in in the city centre and provision of special services for persons with reduced mobility.

9.3.1 Integrating Civil Aviation with other Modes of Transportation

(i) Policy Statement

The government shall ensure good and easy access to and between its airport terminals through well-integrated road and rail transportation systems consistent with the National Integrated Infrastructure Master Plan as well as the Strategic Framework and Priority Action Plan of the Programme for Infrastructure Development for Africa (PIDA) for 2010 - 2040.

(ii) Objective

The objective of the Federal Government is to have a well-integrated transport system, which will link air transportation to other modes of transport for the seamless movement of passengers and cargo.

(iii) Strategies

In pursuit of this objective, the government shall:

- a) Promote a convergence of policies, joint planning and development of transport systems for linkage and connectivity between air transportation and other modes of transport;
- b) Strengthen the policy, legal and institutional framework that will support an integrated transportation system that links air, road and rail infrastructure and mandate providers to share common information and plans;
- c) Put in place appropriate policies and laws that will promote cross-border investments in intermodal transportation; and
- d) Implement highly effective ICT systems within the various transport networks to ensure an efficient transport operation through proper monitoring, and coordination of the different networks to provide a successful intermodal integration.

9.4 Facilitation of Passengers, Goods and Mails

Preamble

Facilitation provides the guidance material pertaining specifically to the formalities for

clearance of aircraft and passengers, goods and mail, with respect to the requirements of customs, and immigration. It provides a frame of reference for planners and managers of international airport operations, describing the obligations of the industry as well as the minimum facilities to be provided by the government.

(i) Policy Statement

The government shall specify methods and procedures for carrying out clearance operations in such a manner as to achieve compliance with 'State' laws while enabling maximum productivity for the air transport operators, airports and inspection agencies involved.

(ii) Objective

The Federal Government of Nigeria desires to facilitate a smooth and easy flow of traffic through her airports and territories in accordance with ICAO Annex 9 and other international obligations.

(iii) Strategies

In pursuit of the above objective, the Government shall accomplish the following:

- a) Establish National Facilitation Committees and Airports Facilitation Committees in accordance with ICAO Annex 9 and Nig.CARs;
- b) Facilitate and implement the ICAO Standard on the use of Machine-Readable Travel Documents (MRTD);
- c) Implement E-Passports and E-MRTD and join the ICAO Public Key Directory (PKD) programme;
- d) Update and provide state-of-the-art technology for automated passenger and cargo clearances at all airports in the country ensuring baggage x-ray machines, passport screening machines, and other necessary equipment are provided at all international airports in the Country;
- e) Put in place appropriate machinery to enhance coordination and consultations between the Customs, Immigration, Aviation Security (AVSEC) and other relevant government agencies; and
- f) Facilitate expeditious movement of passengers and cargoes, thereby promoting economic activities, investment and the integration of the African region.

9.5 Pandemics and Emergency Response

Preamble

The impact of the Coronavirus (COVID-19) virus pandemic which started in Wuhan

China in December 2019, the Severe Acute Respiratory Syndrome (SARS) that affected China (Hong Kong) in 2002, 2003, Canada in 2003 and the H1N1 outbreak in Mexico in 2009, and Middle East, Africa and Asia in 2012 will prompt the government to put in place preventive measures and to compel levels of government to be closely aligned as information is shared and travel decisions are made in response to such pandemics and outbreaks of Public Health Concern of International Concern (PHEIC).

Part IV subsection 27 of the Civil Aviation Act, 2022 stipulates the Emergency Powers of the Honourable Minister for the protection of public health.

(i) Policy Statement

Nigeria's response to the threat of a possible Pandemic, Public health Emergency of International Concern (PHEIC), or outbreak will be based on a Multi-layered Risk mitigation strategy. The response will be timely, robust, coordinated and well-harmonized in accordance with policies and guidelines of the International Civil Aviation Organization (ICAO) and World Health Organisation (WHO).

(ii) Objective

Nigeria desires to establish a well-coordinated multi-layered risk mitigation strategy for aviation emergency plans preparations for any outbreak of communicable diseases posing a Public Health Risk of International Concern.

(iii) Strategies

In pursuit of this objective, the government shall:

- a) Ensure that the NCAA develops a National Aviation Public Health Emergency Preparedness Plan on communicable diseases in line with the template provided by ICAO CAPSCA (Collaborative Arrangement for the Prevention and Management of Public Health Events in Civil Aviation) and Annexes 6, 9, 11, 14, 18 and PANS- ATM DOC.4444;
- b) Ensure FAAN and other stakeholders at the Point of Entry (POE) to develop and validate Airport Specific Public Health Emergency Contingency Plans (PHECP) in line with the Airport Council International (ACI), ICAO and World Health Organization (WHO) guidelines;
- c) Implement a Plan that follows the guidance provided by ICAO CAPSCA and preparedness guidance available from the WHO on the outbreak of communicable diseases developed by the International Air Transport Association (IATA);
- d) Seek collaborative support of AU and AFCAC among others in responding to possible outbreaks of communicable diseases that could pose a public health risk

or Public Health of International Concern (PHEIC); and

- e) Create a Social Media forum (Facebook, LinkedIn, and Twitter) that will enable the travel community to comment on the effectiveness of Local, State and Federal Government decisions during a Pandemic or outbreak.

10 PART X – PLANNING, MONITORING AND REVIEW

10.1 Planning, Forecasting and Statistics

(i) Policy Statement

The government shall establish a reliable database on aviation activities and operations in order to facilitate forecasting and planning for the orderly development of air transport.

(ii) Strategies

The government shall endeavour to accomplish the following:

- a) Strengthen existing inter-agency structure and system to capture, process, analyse and publish industry data;
- b) Make statistical returns to ICAO and other international organisations as may be required; and
- c) Ensure seamless aviation information performance and safety data to all stakeholders.

The National Civil Aviation Policy (2023) will encourage the collective participation of all relevant Government Ministries/Departments/Agencies (MDAs), private sectors and interested stakeholders, and ensure its sustainable implementation and development of broad strategic plans for a safe, secure, comfortable, self-sustaining, dynamic and liberalized aviation industry in Nigeria.

10.2 Monitoring and Review

(i) Policy Statement

To ensure effective implementation of this Policy, monitoring shall be carried out within the safety oversight system which shall include surveillance, audit, investigation and the support of outside programmes that provide additional monitoring information to the safety oversight system. The policy will be reviewed every five (5) years or as and when necessary. Monitoring indicators shall be developed to continually track activities within the Aviation sector.

(ii) Objectives

The objective of the Monitoring is to establish a compliance plan driven by key performance indicators (KPIs) that are time-bound and consistent with the overall expectations of the new Aviation Policy as well as the imposition of sanctions for non-compliance.

(iii) Strategies

In pursuit of this objective, the following shall be accomplished:

- a) Develop performance management frameworks that are practicable with set targets;
- b) Develop KPIs that are measurable, achievable, time-bound and consistent with the new Aviation Policy; and
- c) Adoption of a management and administration mechanism for monitoring and reviewing the provisions of the Aviation Policy.

10.3 Key Performance Indicators (KPIs)

The approved performance agreement template from the Federal Ministry of Finance, Budget and National Planning for the Aviation sector shall be used in determining the effective implementation of the National Civil Aviation Policy (NCAP) 2023.

The five main clusters listed below are key areas under which the performance of the Ministry of Aviation and Aerospace & and its Agencies shall be measured toward the achievement of its overall strategic goals.

A. Safe and Secure Air Transport System:

- (i) Number of Aerodromes Certified and Licensed by NCAA;
- (ii) Number of IOSA Certified airlines;
- (iii) Total VHF Coverage of Nigeria Airspace (%);
- (iv) Level of AIS Automation (%);
- (v) Number of runways built and/or resurfaced;
- (vi) Number of airports with airfield lighting;
- (vii) Number of Air traffic Movement;
- (viii) Surveillance and Ramp Inspections of Airlines;
- (ix) Re-Certification of Airlines;
- (x) Number of Compliance to Safety recommendations made from Accidents Investigated;
- (xi) Number of Occurrence of Air Incidents;
- (xii) Number of Fatal Air Accidents;
- (xiii) Number of Weather Related Incidents and Accidents; and
- (xiv) Number of ATS Incidents.

B. Improvement of Passengers Comfort:

- (i) Number of airports modernized;
- (ii) Passenger Experience Index %;
- (iii) Level of Compliance with Passenger Statement of Rights %;
- (iv) Number of Passenger Complaints; and
- (v) Time taken to resolve passenger complaint (hours).

C. Creating an Efficient and Professional Air Transport System:

- (i) Number of operational domestic airlines;
- (ii) Number of airworthy aircraft;
- (iii) Number of flight delays and cancellations;
- (iv) Recertification of NCAT as an Aviation Training Organisation (ATO); and
- (v) Number of Aviation Professionals Trained and engaged by airlines.

D. Building a robust Air Transport Industry that is pivotal to Nigeria's socio-economic development:

- (i) Number of Bilateral Air Services Agreements (BASA) reviewed;
- (ii) Number of Cargo Terminals Built; and
- (iii) Growth of airline business in Nigeria (%).

E. Provision of Effective Policy and Administrative Services Framework:

- (i) Number of Stakeholders Engagement Conducted;
- (ii) Number of Monitoring and Evaluation (M &E) Reports Produced; and
- (iii) Number of M&E Reports Disseminated.

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