



INTERNATIONAL CIVIL AVIATION ORGANIZATION

FIRST MEETING OF THE AFRICA-INDIAN OCEAN REGIONAL AVIATION SAFETY GROUP (RASG-AFI/1) Kampala, Uganda (26 – 27 March 2012)

Agenda Item 6: Other Safety initiatives and Regional organizations in the AFI Region.

Institutionalization of the Banjul Accord Group
Safety Oversight Organization
(BAGASOO)

*(Presented by Wg Cdr Emmanuel Akatue (rtd)
Executive Director)*

1. Introduction

- 1.1 The Banjul Accord Group (BAG) consists of seven West African States established in 2004 in Banjul Gambia with the sole purpose of enhancing Aviation Activity among member states. The States include Nigeria, Ghana, Liberia, Guinea Conakry, Gambia, Cape Verde and Sierra Leone. In November 2005, COSCAP-BAG was established with the assistance of ICAO. The Primary Objective of COSCAP-BAG was to strengthen the safety oversight capabilities of the BAG Member States and enhance the safety of air transport operations within the BAG sub-region by pooling resources. The Banjul Accord Group Safety Oversight Organisation, BAGASOO, was the institutionalization of the COSCAP-BAG program.
- 1.2 This Information Paper seeks to share the experiences of BAGASOO, recognizing that very few RSOO have been established through a transition process from a COSCAP. The paper covers briefly the events preceding the establishment of the Banjul Accord Group Safety Oversight Organisation BAGASOO, discusses activities aimed at enhancing Aviation Safety in the BAG Region in relation to the ICAO Global Aviation Safety Plan, challenges and achievements, and future projections.

2. Gap Analysis

- 2.1 In 2008, a gap analysis was conducted in BAG Member States to determine their Aviation Safety status at the time, determine the impact of COSCAP-BAG and to make recommendations for a way forward. The report of the gap analysis recognised a number of achievements of the COSCAP-BAG Project to include the following:

- The development of generic regulations, inspectors' manuals and guidance materials. These materials have now been made available on the public website of BAGASOO
- The establishment of a Flight Safety Working Group (FSWG), Regional Safety Team (BAGRAST); a Cooperative Inspectorate Scheme (CIS) and
- Valuable expert assistance to Member States especially in their preparations towards ICAO Audits.

2.2 Consequently, the report concluded that there was the need to continue with the regional cooperation but on a more permanent basis and therefore made specific recommendations for the development of a framework for the establishment of a Regional Safety Oversight Organisation to be called BAGASOO, and a Regional Accident Investigation Agency to be called (BAGAIA).

2.3 The agreement for the establishment of BAGASOO and BAGAIA was subsequently developed and signed by the Ministers of Transport/Aviation of BAG Member States in Montreal on 30 June 2009 and witnessed by the Secretary General of ICAO. In addition, a Management Services Agreement (MSA) was signed between BAG States and ICAO constituting an umbrella agreement for the provision of technical cooperation assistance to the BAGASOO and BAGAIA especially in the developmental period.

3. Objectives

3.1 The BAGASOO and the BAGAIA were set up to:

- Promote the safe and efficient use and development of civil aviation within and outside the Member States; and
- Promote the implementation of industry best practices within the Member States as defined in the ICAO Global Aviation Safety Plan (GASP).

4. Functions of BAGASOO

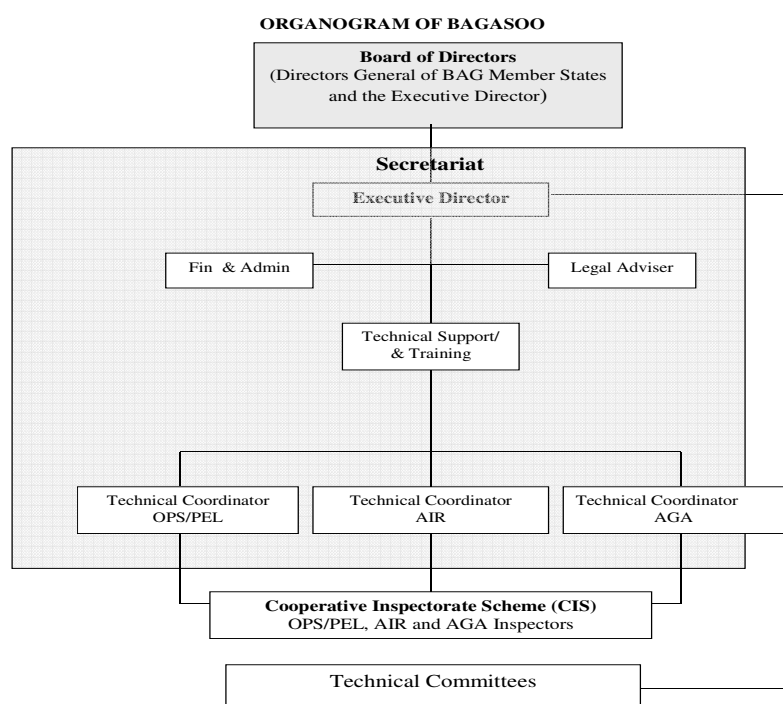
4.1 At the RSOO symposium in Montreal in October 2011, it was emphasized that each RSOO may be peculiar depending on why it was established and the ultimate intention of its members; "one cut does not fit all". However, the functions of BAGASOO are not significantly different from other RSOOs and include the following:

- Assist in the development of a harmonized regulatory regime in the sub-region
- Serve as a focal point in certification and surveillance with a view to harmonize and standardize all related policies and procedures
- Develop and implement a training programme for the purpose of enhancing the technical skills and knowledge of civil aviation personnel in the Member States

- Perform certification and surveillance tasks on behalf of Member State CAAs as required
- Evaluate the status of aviation safety in the Member States through the conduct of audits and other quality assurance activities
- Assist the Member States meet or comply with ICAO SARPs, national standards and regulations in force
- Develop and implement a Regional Safety Programme
- Establish and maintain relations with other regional safety oversight systems including Regional Safety Oversight Organizations (RSOOs)
- Develop and implement programmes that are better implemented on a sub-regional or regional basis.

5. Transition

5.1 BAGASOO became operational in July 2010 with the recruitment and assumption of office of the first Executive Director. The BAGASOO organization also provided for the recruitment of six additional Regional Experts as shown on the organogram.



The only position yet to be filled is the Director, Technical Support and Training.

6. Challenges

6.1 **Funding Difficulties** – The greatest challenge has been funding, an issue that is so obvious and therefore needs no further emphasis. COSCAP-BAG and now BAGASOO have been funded mainly through contributions from Member States.

Unfortunately, contributions from some members have been very slow in coming. Developing a Sustainable Funding Mechanism is a matter the Board of Directors is still dealing with.

6.2 Administrative Support Difficulties – As an Organisation, BAGASOO needs to work with the relevant guidance material. The Management Services Agreement signed with ICAO provided that TCB will assist BAGASOO develop a Policy and Procedures Manual, Staff Rules and Financial Regulations. Unfortunately, that support has been low. BAGASOO has since developed these materials in-house. The manuals are expected to be approved by the BAGASOO Board of Directors after a review by the BAGASOO Technical Committee. It is expected that once these documents are approved BAGASOO can abrogate the MSA with ICAO as BAGASOO will be in the position to operate independently.

7. Current Activities and Achievements

7.1 Focus Area - In developing the Annual Work Programme, BAGASOO has been guided by the ICAO Eight Critical Elements and the Global Aviation Safety Plan Focus Areas, paying great attention to Critical Elements 4 – Technical personnel qualification and training, 7 – Surveillance Obligation and 8 – Resolution of Safety Concerns in that order of priority. Critical Elements 1, 2, 3 and 5 have been addressed to a large extent by COSCAP-BAG with the development of Generic Primary Law, Regulations and Guidance Material which are now available for free download on the BAGASOO website. BAGASOO is presently reviewing these documents to ensure they meet current ICAO requirements and assisting some member states to adapt these documents for their own use.

7.2 Specific Activities – In its first 18 months BAGASOO has concentrated on the following activities:

- Missions have been conducted to some member states to carry out a Gap Analysis and subsequently assist them address some of their technical difficulties especially in respect of the USOAP Audit. The priority States for 2012 are Liberia, Sierra Leone and Guinea.
- BAGASOO and the FAA, under the sponsorship of Safe Skies for Africa, are organizing three sets of ITS Courses for the benefit of BAG States in the first quarter of this year. Two courses have been concluded in Cape Verde and Ghana. The last course will be in Lagos in April. A sub-regional web-based software to support the ITS policy has been developed and launched by BAGASOO in Ghana and Cape Verde. The ITS policy will form the basis for a sub-regional Policy on Aviation Safety Inspector Qualification and Training.
- BAGASOO is also collaborating with the European Aviation Safety Agency (EASA) with support from the European Commission (EC). The EC sponsored the first Safety Assessment of Foreign Aircraft (SAFA) course in Accra, Ghana in Dec 2011 for the benefit of Inspectors from

Member States. A second course is being planned for 2012 at a date and venue to be decided later.

- In addition to the Inspector Training System (ITS) database, BAGASOO has identified and is developing the following databases in-house to enable identify, in an objective manner, critical areas of safety concerns within the civil aviation industry of BAG States and to be able to take informed decisions and provide assistance to States:
 - A Regional Aircraft Register (RAR)
 - An Inspector Work Tracking System (WTS)
 - A Regional Cooperative Inspector Scheme (CIS)
 - A Regional Foreign Operator Safety Assessment (FOSA)
 - A Regional Confidential Voluntary Reporting System (RCVRS)
 - Regional Aircraft Accident and Incident Reporting System
- As a member of the AFI Region, BAGASOO is involved in the AFI Cooperative Inspector Scheme (CIS). However, it is intended to establish a BAGASOO CIS to directly support BAG member states. The objective would be to establish a continuing resource of Trained Inspectors for the conduct of safety oversight within the sub-region. However, it is appreciated that a successful CIS programme will require an Accepted Inspector Qualification and Training Policy, a Database of Inspectors and an effective Inspector Surveillance Activity Tracking System. We are therefore working on getting these systems ready before we launch the CIS Programme.
- The BAGASOO website www.bagasoo.org offers access to :
 - Aviation safety information
 - Generic Regulations and Guidance Materials
 - Links to websites of CAAs of BAG States and other related agencies.
 - ICAO FSIX website
 - ECCAIRS, ICAO ADREP.
 - The website will eventually contain links to the various regional databases mentioned above.

8. Technical Support and Collaboration

8.1 BAGASOO has identified a number of critical areas requiring some assistance or collaboration to strengthen the BAGASOO and member states national inspectors. The BAGASOO secretariat has a 30 seater training facility. There are additional training facilities of the CAAs in Nigeria, Ghana and Cape Verde. BAGASOO is hoping to build capacity of its experts in the area of Instructor qualification/skills and Train-the-trainer programmes in core ITS and other courses. This will put BAGASOO in the position to assist members significantly in training in core areas identified in the ITS Policy especially certification – AOC, AMO, ATO; Personnel Licensing; Surveillance – including Foreign Operators and Investigations; and Resolution of Safety Concerns.

8.2 BAGASOO is expecting assistance in developing its Regional Aviation Safety Plan and in conducting workshops of the Regional Aviation Safety Team (BAGRAST)

9. Conclusion

9.1 In conclusion, BAGASOO has made significant gains in the first 18 months and hope not just be an example, but to contribute significantly to aviation safety in the AFI Region.