



**WORKING PAPER**

**ASSEMBLY — 40TH SESSION**

**TECHNICAL COMMISSION**

**Agenda Item 29: Aviation Safety and Air Navigation Regional Implementation Coordination Mechanisms**

**SUPPORT AND ASSISTANCE FOR RSOOS IN THE AFI REGION**

(Presented by the 54 Contracting States<sup>2</sup>, Members of the African Civil Aviation Commission (AFCAC))

**EXECUTIVE SUMMARY**

The paper discusses proposals on supporting and assisting regional safety oversight organizations (RSOOs) in the Africa-Indian Ocean (AFI) Region.

**Action:** The Assembly is invited to:

- a) recognize that RSOOs are playing an important role in the implementation of the flight safety assurance functions in the interest of Member States and within the *Global Aviation Safety Plan* (GASP, Doc 10004) at the AFI Regional level;
- b) urge AFI States to continue supporting and strengthening RSOOs by providing mechanisms for sufficient and continuous financing of these organizations, and further delegating flight safety oversight functions;
- c) encourage ICAO to continue supporting the strengthening of RSOOs and their role within the ICAO safety system by facilitating access to technical support, facilitating the sharing of experience and knowledge between organizations and strengthening direct cooperation between them and ICAO within the GASP;
- d) request ICAO to implement the recommendations of the Global Forum on Regional Safety Oversight Organizations (RSOOs) for Global Aviation Safety, held in Swaziland from 22 to 24 March 2017, especially the evaluation of RSOOs aimed at strengthening the RSOOs; and
- e) urge ICAO in coordination with AFCAC and other partners to put in place a mechanism to support and assist RSOOs in the AFI Region and develop initiatives, taking into account the specificity of the AFI Region, in support of the goals and objectives of the GASP and *Global Air Navigation Plan* (GANP, Doc 9750).

*Strategic Objectives:*

This working paper relates to the Safety Strategic Objective.

<sup>1</sup> English and French versions provided by AFCAC.

<sup>2</sup> Algeria, Angola, Benin, Botswana, Burkina Faso, Burundi, Cabo Verde, Cameroon, Central African Republic, Chad, Comoros, Congo, Côte d'Ivoire, Democratic Republic of the Congo, Djibouti, Egypt, Equatorial Guinea, Eritrea, Eswatini, Ethiopia, Gabon, Gambia, Ghana, Guinea, Guinea-Bissau, Kenya, Lesotho, Liberia, Libya, Madagascar, Malawi, Mali, Mauritania, Mauritius, Morocco, Mozambique, Namibia, Niger, Nigeria, Rwanda, Sao Tome and Principe, Senegal, Seychelles, Sierra Leone, Somalia, South Africa, South Sudan, Sudan, Togo, Tunisia, Uganda, United Republic of Tanzania, Zambia, Zimbabwe.

<i>Financial implications:</i>	It may be necessary to consider additional resources from partners.
<i>References:</i>	Resolution A39-14, <i>Regional cooperation and assistance to resolve safety deficiencies, establishing priorities and setting measurable targets</i> Doc 10115, <i>Report of the Thirteenth Air Navigation Conference (AN-Conf/13)</i> , Corrigenda Nos. 1 and 2, and Supplement No. 1 Doc 10004, <i>Global Aviation Safety Plan</i> Doc 9734, <i>Safety Oversight Manual, Part B — The Establishment and Management of a Regional Safety Oversight Organization</i>

## 1. INTRODUCTION

1.1 Today's traditional flight safety model in its functions is directly based on a State's civil aviation authorities (CAAs) bodies. The implementation of a new paradigm for safety oversight has become essential, because of several factors are already influencing today's aviation system:

1.1.1 Rapid changes in the world civil aviation, its increasing complexity and the predicted doubling within the next 15 years will require significant additional resources to ensure the aviation safety system remains stable. Differences in national legislation and regulatory systems, overlapping auditing and re-certification programs require a rethink of current flight safety assurance systems in order to simplify the system for better recourse management, to resolve current inefficiencies and to cater future challenges in the frame of constant growth of the civil aviation industry.

1.1.2 The problem of qualified personnel is acute for all ICAO regions. Thus, the second edition of the *Global Aviation Safety Plan* (GASP, Doc 10004), clause 4.4.2, states that "CE-4, which addresses qualified technical personnel within the State, has the lowest percentage of EI of all the CEs" (47.75 per cent). The problem of attracting the necessary resources to the tasks of flight safety oversight, as well as the effective use of these resources, is one of the main and most complex problems that many AFI Region states currently face.

1.2 The harmonization of safety regulations at a regional level and a more effective management of safety oversight resources may be a solution to meet these growing challenges. In this context the development of regional cooperation has been a priority for many States in the last fifteen years, while being actively promoted by ICAO.

1.3 RSOOs are well placed to address those challenges with the mandate given to them through regionalization of certain oversight functions and the technical support they can provide to their Member States. ICAO has strongly promoted the role of RSOOs in Assembly Resolution A39-14 and provided guidance for their establishment in Doc 9734, *Safety Oversight Manual, Part B — The Establishment and Management of a Regional Safety Oversight Organization*.

1.4 Building on the work done, the 13th Air Navigation Conference (Doc 10115) recognized the importance of regionalization in aviation safety approaches and recommended States "support the development of a global aviation safety oversight system (GASOS) (Recommendation 6.1.3/1)" and "further support the strengthening of regional safety oversight organizations (RSOO) by engaging actively in the development of their RSOOs, by securing adequate and sustainable RSOO funding mechanisms and, as appropriate, by further delegating safety oversight functions to the RSOO" (Recommendation 7.2/1).

## 2. DISCUSSION

2.1 The Universal Safety Oversight Audit Programme (USOAP) audits have shown that many States do not have the necessary resources and capacity building to effectively carry out their safety oversight responsibilities.

2.2 In order to address these challenges today about 17 initiatives of regional cooperation are launched or in preparation, including institutionalized RSOOs and regional accident and incident investigation organizations (RAIOs), covering most of five States in the world. They are acting in different legal, economical and procedural frameworks but are sharing the common objective to strengthen the safety oversight performance and independent air accident and incident investigation in their Member States.

2.3 In the AFI Region, there are several RSOOs and cooperative development of operational safety and continuing airworthiness programme (COSCAP) entities. Some RSOOs are already well established yet some are barely established and struggling to complete their inception phase. Despite the obvious advantages of sharing resources, today there is an understanding that many organizations are facing challenges that prevent them from fully contributing to the enhancement of flight safety capacities of their Member States. The main problems are related to differences in their legal and organizational structure, differences in the available resources and technical capabilities, processes and management systems, and, as a result, the lack of a common approach on the part of ICAO to the principles of interaction with regional organizations.

2.4 One example of the successful implementation of an RSOO in the AFI Region is Banjul Accord Group Aviation Safety Organization (BAGASOO), established in 2010 by seven States in West Africa (Cabo Verde, Gambia, Ghana, Guinea, Liberia, Nigeria and Sierra Leone). Over the years BAGASOO member States manage to establish an effective mechanism in the development and harmonization of aviation regulations and air legislation, certification, surveillance, and training of aviation specialists with many challenges, and struggling to operate with lack of sustainable funding mechanism.

2.5 The working paper recommends ICAO, in coordination with AFCAC and other regional entities, to support and assist RSOOs in the AFI Region. In order to have a reduced number, strong and well established RSOOs within the region able to contribute effectively to reinforce the AFI Region safety oversight capabilities and to achieving GASP objectives. It is necessary that AFCAC, States and ICAO support this initiative in order to make the RSOOs stronger, effective and efficient in supporting their Member States.

## 3. CONCLUSIONS

3.1 AFCAC supports the establishment and development of RSOOs, and invites States to provide full support to such organizations and the ICAO initiatives with regard to the recommendations of the 13th Air Navigation Conference. States that belong to more than one RSOO are encouraged to subscribe to just one in order to promote efficiency.