INTERNATIONAL CIVIL AVIATION ORGANIZATION

Second Meeting of the Africa - Indian Ocean Aviation System Planning and Implementation Group (AASPG/2)

Livingstone, Zambia, 2 - 6 November 2026

Agenda Item 4: Implementation of safety and air navigation goals, targets and indicators, including priorities set in the Regional Aviation Safety and Air Navigation Plans

4.9. Other Aviation Safety and Air Navigation initiatives

Addressing harmonisation implementation challenges in BAGASOO Member States

(Presented by BAGASOO)

SUMMARY	
This information paper presents BAGASOO's perspective on implementing harmonized regulations and oversight practices in its Member States. It addresses national adoption, technical and legal capacity, common procedures, amendment management and verification. Building on BAGASOO's harmonization strategy, it outlines coordinated national and regional action within the four-year roadmap, with clear responsibilities, prioritized resources and evidence of practical application. Action by the Meeting is set out in paragraph 3.1.	
Strategic Goals	Every flight is safe and secure

1 INTRODUCTION

1.1 BAGASOO's regional harmonization approach combines legislative alignment, regulatory consistency, common documentation, qualification and training systems, and standardized licensing, certification and surveillance processes. It also provides for regional teams, information sharing and mutual recognition arrangements.

1.2 BAGASOO considers that the central harmonization challenge is to translate common regional requirements into national provisions and consistent oversight practices. Progress depends on legal adoption, current technical guidance, competent personnel and evidence of application.

2 DISCUSSION

2.1 **National adoption and legal differences**. BAGASOO's approach respects national legislative structures and drafting practices. Harmonization should establish equivalent coverage, meaning and effect of requirements rather than require identical national documents. Joint technical and legal reviews should map each generic provision to the corresponding national provision, identify

gaps and determine the instrument needed to address them. Guidance should not substitute for a regulatory requirement unless it derives the necessary authority from national regulations.

2.2 **Common rulemaking process**. A harmonized rulemaking process is needed to sustain alignment after initial adoption. BAGASOO provides for a Generic Rulemaking Policy and Procedures Manual to be adapted and adopted by Member States. Implementation should identify consultation, technical review, approval and publication responsibilities. Each State should maintain an adoption schedule and record unresolved issues requiring decisions by its competent authorities.

2.3 **Governance and technical coordination.** BAGASOO coordinates the development and maintenance of generic material and measurement tools. Specialist Working Groups review regulations, compliance checklists, and technical guidance material; Technical Committees finalize and consolidate their work through the established approval arrangements. Member States remain responsible for national adoption and implementation. Designated technical and legal focal points should connect regional work with national decision-making and ensure that agreed actions have owners and completion dates.

2.4 **Regulations and operational guidance**. Harmonized regulations should be accompanied by compatible inspector handbooks, procedures, forms, checklists and industry guidance. BAGASOO's approach links these materials to the regulatory provisions they support. Each priority update should therefore be treated as a complete implementation package, including national adaptation, staff briefing and industry communication. Common case reviews can identify divergent interpretations before they become established certification or surveillance practices.

2.5 **Qualification and training.** The strategy provides for common minimum qualification requirements, training policies, programmes, plans and electronic training records. The practical challenge is to secure staff time and demonstrate competence while maintaining routine oversight. BAGASOO proposes targeted workshops, mentoring and shared technical expertise linked to national outputs. Training should support completion of regulatory reviews, use of common procedures and maintenance of reliable qualification records, with follow-up where gaps remain.

2.6 **Managing amendments and differences.** BAGASOO and Member States should keep generic and national provisions aligned as requirements and operating conditions change. A controlled register should identify approved reference versions, corresponding national instruments, effective dates and outstanding amendments. Each update should include an impact assessment and associated guidance changes. Differences should be recorded and reviewed through the relevant technical arrangements, with national approval delays and significant implementation gaps escalated for action.

2.7 **Measuring regulatory harmonization.** BAGASOO's measurement approach uses compliance checklists to assess alignment by specialty. A checklist paragraph represents a unit of provision; incomplete coverage of its component requirements should not be reported as full alignment. Consistent treatment of applicability, evidence and checklist versions is essential. Regulatory alignment results should be reported separately from guidance adoption, personnel competence and demonstrated operational use, so that a regional average does not conceal important national or domain-specific gaps.

2.8 **Electronic tools and evidence of implementation.** The strategy envisages electronic measurement and a shared information platform to support tracking of regulatory alignment and oversight activities. Deployment should follow clear data definitions, ownership, access controls and confidentiality arrangements. Until suitable tools are available, controlled records can support the same reporting requirements. State submissions should identify the national provision, supporting evidence, adoption status and verification outcome, distinguishing missing information from confirmed implementation.

2.9 **Regional teams and mutual recognition.** Regional teams are intended to support licensing, certification, approvals and surveillance through the shared use of inspectors and experts. BAGASOO also provides for the development of mutual recognition arrangements. Practical implementation should establish the participating personnel, scope, responsibilities, information access and applicable national authority. Recognition should follow agreed acceptance criteria and verified readiness; similarity of regulatory text alone is insufficient to demonstrate equivalent oversight capability.

2.10 **Implementation roadmap.** A roadmap sequences planning, baseline assessment, legislative and regulatory work, training, process standardization, regional cooperation and continuous improvement. Several activities overlap across the implementation period. This is translated into a roadmap into costed, domain-specific action plans, selecting priorities according to safety significance, identified gaps and readiness. Implementation should begin from a verified baseline rather than presume that all Member States have reached the same stage.

2.11 **Practical milestones and resources.** For an agreed implementation cycle, BAGASOO proposes confirmation of priority domains, reference material, focal points and national gaps within three months, followed by action plans by month six. Between months six and twelve, participating States should progress adoption, guidance, training and verification, supported by targeted regional assistance. These proposed milestones should fit the existing roadmap and approved resources. They are planning targets, not a replacement for the strategy's timetable or evidence that implementation is complete.

2.12 **Monitoring and sustained application.** The strategy provides for annual Member State reports, quarterly or annual Working Group updates, consolidated reporting to the Board and periodic on-site validation. BAGASOO proposes that these mechanisms track national adoption, timely delivery, guidance brought into use, personnel trained and closure of identified gaps. Stakeholder feedback and independent oversight findings should inform corrective action. Verification should establish whether harmonized procedures are used in practice, while information-sharing arrangements protect sensitive national data.

2.13 **Expected results and regional support.** BAGASOO's priority is a harmonized system that remains current and functions consistently across Member States. Expected results include traceable adoption records, usable common guidance, competent personnel and verified application of agreed processes. National contributions and regional assistance needs should be identified together, including legal review, translation, training and information tools. Cooperation with ICAO Regional Offices and interested partners should support these defined outputs within BAGASOO's governance arrangements and national implementation responsibilities.

3 ACTION BY THE MEETING

3.1 The meeting is invited to:

a) note the implementation challenges affecting harmonization in BAGASOO Member States;

b) support BAGASOO's integrated approach to national adoption, common guidance, qualification and training, regional teams and verification;

c) note the proposed prioritized action plans and milestones within the harmonization roadmap, subject to agreed participation and resources; and

d) note the importance of State-validated reporting and coordinated technical support to achieve sustained application of harmonized requirements.