INTERNATIONAL CIVIL AVIATION ORGANIZATION

First 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

Introduction of a structured task-based system in the training of aviation lawyers

(Presented by BAGASOO)

SUMMARY	
This paper gives a background on the introduction and evolution of the Inspector Training System as a common training policy for the training and qualification of a broad spectrum of CAA Inspectors in the BAG region. It proposes the adaptation of the current competency-based training methodology for CAA Lawyers in the region. The action by the Meeting is in paragraph 3	
Strategic Goals	*Every flight is safe and secure*

1 INTRODUCTION

1.1 The safety of civil aviation is primarily dependent on a solid legal foundation which is anchored on the Chicago Convention and its Annexes. From 1944 till date, international civil aviation has faced a myriad of legal challenges ranging from technology, increasing threats to security of civil aviation (aircraft, air navigation facilities and airport). There is also liability issues connected with accidental deaths, bodily injuries which occur in the course of operation of aircraft; lost, damaged and missing baggage as well as flight delays and cancellations. These issues and many more which have international legal dimensions and implications have necessitated an urgency in the training and development of the capacity of lawyers in civil aviation and particularly within Civil Aviation Authorities in the region to prepare them to better handle their regulatory duties and responsibilities.

1.2 Noting the importance of Critical Elements 1, 2 & 8 (Primary Aviation Law, Specific Operating Regulations and Resolution of Safety Concerns) in the establishment of a safety oversight system in civil aviation and the vital role of a legal counsel in drafting legislation that aligns with the Chicago convention and the SARPs, while providing the framework for a robust oversight of the industry, it has become imperative to articulate composites training for lawyers within the civil aviation authorities in the BAG region that will make for a richer and more productive legal guidance and support base to other technical domains.

1.3 To this end BAGASOO has made significant progress in the development of a structured training program for CAA Lawyers, predicated on the principles of the Inspectors training system.

This will engender harmony and create a seamless working relationship between safety inspectors and CAA legal personnel within the BAG region.

2. DISCUSSION

2.1. Of recognition is the resolution adopted at the 40th session of the ICAO Assembly on the ship“ Enhancing the capacity and effectiveness of States to Implement air law treaties and update national laws and regulations” by which the Assembly : considered that legal advisers must continuously update and enhance their competencies, capabilities and capacities to effectively carry out their responsibilities; and requested the Secretary General to assist Member States in achieving and maintaining the appropriate competency of civil aviation legal advisers including through developing a competency framework for strengthening their role:

2.2. Also, of note is the Paper presented to the Legal Commission of the ICAO Assembly at its 41st session by Singapore and co-sponsored by AFCAC and 8 other States in which a competency framework for legal advisers was proposed. The working paper emphasized that it was essential for legal advisers not only to know the various laws and treaties but also the various aviation regulatory and operational domain areas and context.

2.3. In addition to the above, adopting a competency framework in the training of aviation lawyers will impact the delivery of safety oversight functions in the following ways:

a) provide a defined and well-structured process of grooming legal experts from the point of joining the Civil Aviation Authority and all through to retirement. The CAA Lawyer would have a specific position description upon entry defined by a set of initial job tasks to be performed under supervision and each task having associated courses to be completed.

b) provide a stronger interface between inspectors and legal Counsel and thus further help to cement understanding and working relationship between them in the conduct of oversight functions particularly where they relate to investigations and resolution of safety concerns.

c) ensure a concise and defined method of allocation of safety oversight related responsibilities among legal experts and will facilitate pairing or matching of inspectors to legal experts in specific areas of specialization.

d) provide CAA Lawyers during their career life cycle an earlier grounding on the fundamentals of the Chicago convention and allied treaties spanning across diverse technical areas of aviation and therefore equip them with appropriate knowledge and skills to work in partnership with inspectors in the development, review and evaluation of technical regulations.

e) raise the level of involvement and sense of belonging of the CAA the lawyer during ICAO related audits of Member States by giving a greater sense of ownership and control of all LEG related areas and protocol in ICAO PQs.

f) equip the CAA lawyers with sound and even understanding of the Chicago convention system and treaty law and will in the long run promote regional domestication of International air law treaties.

g) increase their level of participation in issues relating to aviation safety oversight. Currently the general trend is an apparent disconnect as many CAA legal Personnel are yet to be well entrenched in the mainstream of issues associated with a State Safety Oversight Obligation and are much involved in other peripheral matters such as Contracting.

h) provide additional benefit of facilitating the training and qualification of legal Counsel as

instructors giving the use task-based system of the concept of On-the-Job training. Again, legal personnel may be trained and qualified to conduct formal courses such as resolution of safety issues, if this is included in a Job Task List.

i) promote community training of lawyers within the region thereby ensuring economics of scale and significant savings in cost by the CAAs in the region.

j) Provide a solid pathway to career development of CAA lawyers while meeting the corporate objective of an enduring succession plan for Legal Counsels within the CAAs in the region.

2.4. The framework presented in the papers provides a rich foundation upon which a complete training system for CAA lawyers can be built.

2.5. Many conventional training systems including the BAGASOO training system for safety inspectors have become sufficiently robust and now include several other elements. This system utilizes functions, tasks, subtasks and task elements in the classification of training required for inspectors or other personnel. Typical elements of the system are:

a) a process for the training and qualification of new-hire/trainees to be able to carry out the full range of task in related specialties;

b) Job profiles for each specialty and complete trainees job task listing for job tasks in all specialties;

c) training profiles detailing a trainee's mandatory, job specific, recurrent trainings

d) Individual job task analysis set, for use in the delivery of on-the-job training for over specific job tasks accomplished by aviation safety inspectors;

e) Course standards system that establishes the criteria or minimum requirement for selection and approval of courses to be provided to trainees; and

f) three-level delivery of OJT to a trainee, the purpose of which is to ensure that the trainee successfully performs the tasks independently at the third level upon instructor evaluation.

g) New - hire inspector entry qualification process.

2.6. It is recognized that a structured and layered training system for aviation lawyers must in addition to a competency framework, include similar key elements in order to achieve the objective of effective implementation and sustainability.

2.7. BAGASOO in consultation with BAG Legal Committee and related expert working groups composed of lawyers from member States is working to finalize the training scheme taking into account the elements enumerate in paragraph 2.5. Also, Inspector training profiles, job profiles, Course standards are being concluded. Final validation is expected to be carried out by the second quarter of 2027.

3 ACTION BY THE MEETING

3.1 The meeting is invited to:

a) Note the information contained in the paper; and

b) Support the initiative for a structured task-based system for the training of CAA lawyers in the BAG region.