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

Challenges in the Implementation of On-The-Job Training in BAGASOO Member States

(Presented by BAGASOO)

SUMMARY	
This information paper presents BAGASOO's perspective on challenges affecting the implementation of on-the-job training (OJT) for civil aviation safety inspectors. It addresses shortages of qualified instructors, insufficient State prioritisation of OJT and gaps in expertise in new technical subjects. It outlines a proposed approach combining structured qualification, management accountability, instructor development and regional sharing of expertise to strengthen sustainable oversight capability. Action by the Meeting is set out in paragraph 3.1.	
Strategic Objectives	Safety

1 INTRODUCTION

1.1 BAGASOO considers structured on-the-job training (OJT) essential to the development of competent civil aviation safety and security inspectors. Classroom training provides knowledge, but inspectors also need supervised experience in applying procedures, evaluating evidence, identifying deficiencies and documenting regulatory decisions. Completion of a course alone should not be treated as evidence of readiness to perform an oversight function independently.

1.2 This paper addresses the following implementation challenges: insufficient qualified OJT instructors, inadequate prioritisation of OJT by CAAs, and limited personnel qualified in new or evolving technical subjects. These constraints can delay inspector qualification, concentrate responsibilities on a small number of experienced personnel and weaken the continuity of oversight capability.

1.3 From BAGASOO's perspective, OJT should form part of each authority's personnel development planning. Regional cooperation can help Member States address common shortages, while each State retains responsibility for determining competence, authorising assigned duties and ensuring that inspectors receive the supervision required.

2 DISCUSSION

2.1 **Shortage of qualified instructors.** Experienced inspectors may already carry substantial certification, surveillance and management workloads, leaving limited time for structured OJT. Technical seniority alone does not establish the ability to train others. OJT instructors need current competence in the assigned functions, the ability to demonstrate tasks, provide constructive feedback and assess performance against defined criteria. A shortage of such personnel restricts both training capacity and consistency.

2.2 **Insufficient State attention to OJT.** Where OJT is treated as an informal activity or repeatedly deferred in favour of immediate operational demands, trainees may remain dependent on ad hoc opportunities. Training budgets may cover external courses without providing for supervised practice, instructor time or assessment. BAGASOO considers that management commitment should be demonstrated through approved programmes, designated responsibilities, protected training time and regular review of incomplete qualifications.

2.3 **Gaps in emerging technologies.** New technologies and evolving oversight methods can create training needs before an authority has enough experienced personnel to deliver OJT. Areas may include remotely piloted aircraft systems, assessment of safety management effectiveness, safety data analysis and risk-based surveillance. These examples illustrate potential capability needs rather than a confirmed inventory of deficiencies. Each authority should identify its actual gaps against its aviation activities and assigned regulatory functions.

2.4 **A structured qualification pathway.** Member States should define the tasks associated with each inspector function and the evidence required to demonstrate competence. OJT should progress from observation and explanation to supervised performance and assessment. Progression should reflect demonstrated capability rather than time served or a fixed number of signatures. Training records should identify the task, operating context, level of supervision, feedback and assessment outcome, including any further practice required.

2.5 **Availability of practical training opportunities**. Some authorities may have too few relevant certification or surveillance activities to expose trainees to the full range of required tasks. Regional placements and participation in supervised missions could widen access to experience, subject to agreed responsibilities and host-State arrangements. Case studies, simulations and remote mentoring can support preparation, but practical competence should be demonstrated through methods appropriate to the task before independent duties are assigned.

2.6 **Developing and retaining instructors.** BAGASOO proposes a coordinated approach to identifying potential instructors and developing their instructional and assessment skills. Selection should consider technical competence, recent experience and the ability to coach others. Instructor development should include observed delivery and feedback, followed by periodic review of performance. States should recognise the instructional role in workload allocation and succession planning so that capacity is not lost when individual specialists retire, transfer or leave.

2.7 **Pooling expertise across Member States.** A regional inventory of qualified instructors and specialist competencies could help match needs with available expertise. BAGASOO could coordinate support within agreed arrangements and resources, using common task standards and training records. Participation should identify the scope of assistance, costs, supervision, confidentiality and assessment responsibilities. Access to regional expertise would complement the development of national capability and would not itself constitute national authorisation to exercise regulatory functions.

2.8 **Building capability in emerging subjects**. Where expertise is unavailable within the region, targeted specialist assistance could help develop an initial group of instructors and assessors. Such support should include practical mentoring and transfer of competence, with clear evidence of the tasks that participants can perform and teach. Industry specialists may contribute technical knowledge, while

the authority should retain responsibility for regulatory assessment and manage potential conflicts of interest.

2.9 **State implementation and resource planning.** Each Member State should establish an OJT implementation plan based on a review of existing qualifications, vacancies, priority oversight tasks and available instructors. The plan should identify trainees, learning objectives, practical opportunities, responsible supervisors and resources. Authorities should prioritise functions where competence gaps affect planned oversight and arrange appropriate supervision or qualified support while those gaps are addressed. Milestones should be realistic and linked to readiness.

2.10 **Assessment and quality assurance.** Completion should require a documented assessment against the relevant task standards and a clear decision on the scope of duties the inspector may perform. Where practicable, a qualified assessor other than the principal instructor should review the evidence. Small authorities could use regional peer support to strengthen consistency. Unmet criteria should lead to additional practice and reassessment, while changes in assigned functions should trigger a review of further training needs.

2.11 **Monitoring implementation.** Management review should examine overdue OJT activities, availability of qualified instructors, competence gaps in priority functions and the proportion of assigned tasks supported by demonstrated qualifications. Course attendance and training expenditure alone do not show that capability has improved. BAGASOO could facilitate periodic exchanges on implementation difficulties and lessons learned, using agreed information to target assistance and improve common training tools.

2.12 Sustainable OJT requires State ownership, competent instructors, access to supervised practice and credible assessment. BAGASOO supports a coordinated regional approach that helps Member States overcome shortages while strengthening their own personnel development systems. The immediate priority is to make OJT a planned and resourced management responsibility, with clear accountability for completing the qualification process and maintaining the competence needed for effective oversight.

3 ACTION BY THE MEETING

3.1 The meeting is invited to:

a) note the challenges affecting OJT implementation, particularly instructor shortages, insufficient State prioritisation and gaps in new technical subjects;

b) note the importance of structured OJT programmes, adequate resources and demonstrated competence before independent duties are assigned; and

c) support the proposed opportunities for States to cooperate in instructor development, supervised practice and sharing of specialist expertise.