



**FORUM ON REGIONAL SAFETY OVERSIGHT
ORGANIZATIONS (RSOOs) FOR GLOBAL AVIATION SAFETY
(22 - 24 March 2017, Ezulwini, Swaziland)**

REPORT



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Executive Summary

ICAO and the European Aviation Safety Agency (EASA), building on their common interest in the evolution of the ICAO and global framework for regional mechanisms to support State aviation safety oversight, co-hosted a joint Global Forum on Regional Safety Oversight Organizations in Ezulwini, Swaziland, from 22 to 24 March 2017, with the generous support and hospitality of the Kingdom of Swaziland.

Approximately 200 participants from 48 States and 32 International Organizations attended the event with 13 Ministers attending the ministerial portion from Congo, Democratic Republic of the Congo, Equatorial Guinea, Ghana, Lesotho, Mauritania, Nigeria, Sao Tome and Principe, South Africa, Swaziland, Togo, Zambia and Zimbabwe.

The event endorsed a proposal for a new global aviation safety oversight system (GASOS), while making significant progress on key objectives to improve the cooperation and efficiency of Regional Safety Oversight Organizations (RSOOs) – both globally and in ICAO’s Africa-Indian Ocean (AFI) Region. RSOOs are an integral component of global aviation safety, and provide a very effective mechanism for regional groups of States to pool their resources and benefit from economies of scale to resolve their safety oversight deficiencies.

A ministerial event held in conjunction with the Forum also led to the signing of a formal declaration on how African States will work to refine their collaborative efforts and improve aviation safety oversight continent-wide. The regional Ministerial Declaration endorsed the newly proposed global aviation safety oversight system (GASOS), an action plan to improve the effectiveness and sustainability of RSOOs, and a new cooperative platform for RSOOs to facilitate the agreed evolution in regional collaboration.

The events represented a major milestone in the evolution of Regional Safety Oversight Organizations for civil aviation safety. The presence of government Ministers helped to ensure that the commitments will be treated seriously and sustainably, and the shared objectives for collaborative AFI Region safety oversight have been formalized through their official Declaration.

1. INTRODUCTION

1.1 The Forum on Regional Safety Oversight Organisations (RSOOs) for Global Aviation Safety, co-organised by ICAO and EASA, was held from 22 to 24 March 2017 in Ezulwini, Swaziland. The Forum comprised two days of global discussions followed by one day dedicated to the Africa region at Ministerial level. The programme is at **Appendix A** of this report. The meeting was attended by 200 participants from 48 States and 32 international organizations, including Ministers responsible for Civil Aviation from 13 States in the AFI Region. The participants list for the meeting is at **Appendix B** of this report. The presentations and resulting Global Strategy and Action Plan and Ministerial Declaration are available at <http://www2010.icao.int/ESAF/EASA-ICAO-RSOO-2017/Pages/default.aspx>.

2. OPENING OF THE GLOBAL RSOO FORUM

2.1. Mr. Salomon Dube, DGCA SWACAA, opened the Forum on RSOOs for Global Aviation Safety and introduced the following speakers.

2.2. Mr. Stephen Creamer, Director Air Navigation Bureau, ICAO, referred in his opening speech to the recently adopted Assembly Resolutions A39-12 on the Global Aviation Safety Plan (GASP) and A39-14 on regional cooperation and assistance to resolve safety deficiencies. He highlighted that several States still have yet to establish satisfactory national safety oversight systems and that some of the States have significant safety concerns (SSCs). ICAO has developed a Policy and Framework on Regional Cooperation that is committed to providing States assistance, in technical and policy matters, by promoting regional cooperation through close partnerships with regional organizations and regional civil aviation bodies. RSOOs have great potential to assist States to comply with their obligations under the Chicago Convention. ICAO Assembly Resolution A39-14 recognizes the economies of scale and harmonization that result from States collaborating with each other to establish and operate a common safety oversight system.

2.3. He explained that RSOOs can play two roles: on the one hand, they carry out safety oversight tasks and functions on behalf of their Member States and, on the other hand, in accordance with the GASP, they are actively involved, along with States and RASGs, in harmonizing activities undertaken to address aviation safety issues at the regional level. Nevertheless, effective safety oversight is not necessarily guaranteed by the establishment of an RSOO. The majority of RSOOs face a number of challenges, among them to obtain sustainable funding and, as a consequence, recruit suitably qualified technical staff. In addition, some of the RSOOs face challenges with respect to the failure of their Member States to make adequate use of their RSOO.

2.4. He concluded by stating that therefore there is an urgent need to strengthen the capabilities of individual RSOOs in relation to the safety oversight tasks and functions that are carried out on behalf of their Member States. In addition, so as to secure efficiencies in the area of safety oversight on a global level, it is suggested to examine the implementation of a global safety oversight system that allows RSOOs and other safety oversight providers to play an effective role.

2.5. Mr. Patrick Ky, Executive Director of EASA, opened his speech by saying that meeting safety oversight responsibilities remains a constant challenge. Europe found one way of working together; this may not be a model for everyone but Europe can share and offer best practices. EASA, being at the centre of the regional aviation safety system in Europe, is very interested to discuss with all how to further strengthen regional initiatives, for the benefit of global aviation safety, and to continue the process of integrating RSOOs into the global regulatory framework. He continued by saying that this Forum is already a milestone as it brings together RSOOs with stakeholders, Member States and partners, all with the same aim: to strengthen RSOOs globally. The task is to aim for the future and go through the

challenges that the RSOOs are facing, in particular in terms of financing to ensure their sustainability and success in the long term. He concluded by stating support for the recommendations of the Forum and ensured their effective implementation.

2.6. Mr. Joachim Luecking, Head of Unit for Aviation Safety in the Directorate General for Mobility and Transport of the European Commission, emphasized that regionalization can enhance aviation safety. The concept of RSOOs is already embedded in Annex 19 and ICAO's Safety Oversight Manual. ICAO is evolving from a State framework and acknowledging regional arrangements. RSOOs can bring multiple benefits: the uniform application of safety regulations and tools, response to safety recommendations or inspector pooling; economic wise by allowing for a simplified market access; and finally, RSOOs can contribute to meet the challenges of future growth of the aviation system. The European Commission together with EASA is ready to support.

2.7. Senator Pastor Lindiwe Dlamini, Honourable Minister for Public Works and Transport of Swaziland, reported on the corrective actions that Swaziland undertook to address its safety deficiencies, and concluded by declaring the opening of the Forum.

2.8. **Theme 1 RSOO State-of-play – Global Update**

Moderated by Fredrik Kampfe, Manager Agreements and External Representation, EASA

Report on the actions and achievements since the last ICAO RSOO Symposium

2.8.1. Mr. Catalin Radu, Deputy Director Aviation Safety in the Air Navigation Bureau of ICAO, reported on the ICAO actions and achievements since the 2011 RSOO symposium and the second High Level Safety Conference 2015. He also presented in detail the Assembly Resolution A39-14 on RSOOs. He furthermore presented an overview of the ICAO initiatives on regional aviation safety mechanisms and briefly outlined recent RSOO developments, i.e. on the transitions from Cooperative Development of Operational Safety and Continuing Airworthiness Programme (COSCAPs) to RSOO and establishment of new RSOOs.

RSOO pitch I: new RSOOs

2.8.2. Mr. Mam Sait Jallow, Regional Director for Western and Central Africa Region of ICAO, presented the RSOO developments, namely the transitioning from COSCAP-UEMOA to ACSAC and COSCAP-CEMAC to ASSA-AC. He highlighted the challenges of long transitions and low level of financial support in the case of ACSAC and pending headquarter and staff recruitment in the case of ASSA-AC. The region now accommodates four RSOOs and one Regional Accident and Incident Investigation Organization (RAIO).

2.8.3. Mr. Prosper Zo'o Minto'o, Deputy Regional Director for Western and Central Africa Region of ICAO, presented the COSCAP-SADC transition to SADC Aviation Safety Organization (SASO). SASO is still in interim stage and the signing of the charter, establishment of secretariat and appointment of Director are still pending.

2.8.4. Dr. Salmi Alsrissari, General Manager Safety and Risk in General Authority of Civil Aviation (GACA) Saudi Arabia, presented the newly established Middle East and North Africa (MENA) RSOO which will be hosted by Saudi Arabia. Before establishing the RSOO, a study which showed the need and willingness of the States within the region was carried out. A letter of intent is signed by nine States and a Steering Committee is planned to be held in 2017.

2.9. Theme 2 RSOO State-of-play – RSOO Updates

Moderated by Mohamed Rahma, Regional Director for Middle East Region, ICAO

RSOO pitch II: existing RSOOs - updates on main activities, developments in competences, recognition and challenges

2.9.1. Mr. Patrick Ky, Executive Director of EASA, explained that EASA's roots go back to the 70s with the establishment of its predecessor, the Joint Aviation Authorities (JAA). EASA was formally created in 2002. Europe now looks back to almost 50 years of regional cooperation. He continued to explain EASA's responsibilities, some of them shared with Member States and how they were progressively extended. He stressed that the European system is one of partnership between EASA and Member States. The political integration is definitely one of the success factors, also for EASA.

2.9.2. Mr. Franklin Hoyer, General Coordinator Regional Safety Oversight Cooperation System (SRVSOP), presented the activities of SRVSOP whose mission is to provide assistance to States to overcome challenges in safety oversight. SRVSOP was created in 2000. The 12 participating States have achieved 80 per cent effective implementation of ICAO Standards and Recommended Practices (SARPS) and have a direct benefit of approximately USD 35 million. SRVSOP provides for harmonized regulations, technical publications (e.g. advisory circulars, guidance procedures, inspector manuals and checklists), training, technical assistance and multinational certification. For the future, SRVSOP likes to increase the level of harmonization, prepare for more requests on multinational certification and manage its growth.

2.9.3. Mr. Nari Williams-Singh, Chairman of the Board of Directors of Caribbean Aviation Safety and Security Oversight System (CASSOS), presented the history of CASSOS which dates back to 2001 as RASOS, with CASSOS formally being launched in 2009. CASSOS facilitates the sharing of expertise, resources and deployment of inspectors across its Member States, and harmonizes standards and training. CASSOS signed an agreement with another RSOO to benefit from each other's experience and has also concluded cooperation agreements with some States outside its region. A recent initiative is the establishment of a RAIO. Remaining challenges are resource constraints and the inadequate harmonization of regulatory material across Member States.

2.9.4. Mr. Wilson Sagati, Chairman of Council of Pacific Aviation Safety Office (PASO), explained that the RSOO was created with the aim of increasing the level of effective implementation of SARPS of ten Pacific Island States, and to provide guidance and technical advice to these States for certification and oversight. The New Zealand regulatory system serves as a basis. The biggest challenge is the shift to a risk-based approach for which the PASO States are not prepared yet. PASO is presently reviewing its strategy, financial sustainability and governance. It established a pool of inspectors and obtained funding from the World Bank and New Zealand.

2.9.5. Mr. Robert Mwesigwa Nviiri, Executive Director of East African Community Civil Aviation Safety and Security Oversight Agency (CASSOA), explained that CASSOA has been established as an autonomous and accountable organization as part of East African Community (EAC) ten years ago. CASSOA has been harmonizing the regulations and guidance material in the areas of safety and security, facilitated the sharing of technical resources to address deficiencies in safety oversight, prepared States for ICAO audits and developed harmonized corrective action plans after ICAO audits. CASSOA is cooperating with other RSOOs and ICAO to build capacity. The challenges are composed of some States questioning CASSOA's mandate, the lack of enforcement powers, the attraction and retention of skilled staff and lack of sustainable funding mechanism.

2.9.6. Mr. Emmanuel Akatue, Executive Director of Banjul Accord Group Aviation Safety Oversight Organization (BAGASOO), explained the transition from a COSCAP to an RSOO. BAGASOO concentrates on capacity building and provides, for example, training, on-demand assistance to its States, information, develops safety tools and coordinates activities with sponsors. BAGASOO has established an inspector training and activity tracking tool as well as a ramp inspection programme. Funding remains a major issue with contributions of less than 57 per cent from Member States. Additional contributions were secured from the African Development Bank, US DOT Safe Skies for Africa Programme and FAA as well as the European Union through EASA.

Discussion

2.9.7. During the discussion, Mr. Saud Hashem, Representative on the ICAO Council of Saudi Arabia informed that the Kingdom of Saudi Arabia will host the new MENA RSOO and contribute USD 1.5 million to the organization for the establishment and initial two years of operation, including the provision of two professional technical specialists and one administrative assistant. The Forum expressed its wide appreciation for the generous commitment of Saudi Arabia to support the establishment of the new MENA RSOO.

2.9.8. It was stated that the AFI region has too many RSOOs. A reflection on convergence might be necessary. It was commonly agreed that most benefit lies in harmonizing regulations and common work on certification. The discussion also dwelled upon the measurement of success. The absence of accidents and avoidance of duplications might be used as indicators.

2.9.9. It was concluded that RSOOs are about sharing responsibility but that States still have a role to play. Capacity building should be one of the main RSOO objectives. The challenges lie in funding and resources and the empowerment of the RSOOs. Importance should also be given to cooperation with adjacent RSOOs.

2.10. Theme 3 Practical Aspects of Operating Regional Mechanisms

Regional mechanisms: what they can offer and perform for States

Moderated by Suzette Nieuwoudt, Interim Executive Director (Ag), iSASO

2.10.1. Mr. Donald McPhail, Director General of ECCAA (Eastern Caribbean Civil Aviation Authority), presented how the authority was established under the umbrella of an economic agreement between several Caribbean States. Its beginning dates back to the early 80s while the authority in its present form was established in 2004. The challenges were the political will to transfer authority and to adopt a collective approach, a single legal framework and approval of regulations, a geography which makes it necessary to rely on air transport, and the collection of fees. The advantages demonstrated include economies of scale, harmonized rules, more affordable costs for operators, fair enforcement and independent inspectors.

2.10.2. Mr. Jean Mokoumbou, Technical Director of Agence de Supervision de la Sécurité Aérienne en Afrique Centrale (ASSA-AC), highlighted that RSOOs provide the most benefit in harmonizing regulations and procedures, and to promote a common approach to certification and inspections. If there is an agreement to go further, the benefit lies in having common training programmes and in carrying out certification, and conducting monitoring tasks on behalf of States. This would ultimately lead to establishing a regional safety programme. All of these tasks facilitate the sharing of best practices and avoid duplication. The overall challenge for RSOOs remains to secure a sustainable funding mechanism.

2.10.3. Mr. Walid Al Rahmani, Director of Safety Policy Regulation and Planning of General Civil Aviation Authority (GCAA) UAE, provided a briefing on the RASG Middle East and the contributions an RSOO could bring to the work of a RASG.

2.10.4. Mr. Caj Frostell, Commissioner of Banjul Accord Group Accident Investigation Agency (BAGAIA), presented the Regional Accident and Incident Investigation Organization which was established by seven States in 2009. He emphasized that the agreement of Ministers was essential in BAGAIA's establishment. The RAIIO provides assistance to States, conducts investigations on request of a State, develops common guidance material, investigator handbooks, manuals and checklists and provides training courses. The challenges remain in transferring legal rights from national to the RAIIO investigators and the payment of the investigations. A discussion is on-going to extend BAGAIA to more States. Mr. Frostell pled that RAIIOs shouldn't be limited to small countries with limited resources and that the Forum endorses the concept of RAIIOs.

2.10.5. Captain Giancarlo Buono, Director Safety and Flight Operations for Europe of International Air Transport Association (IATA), outlined that EASA is key to improving safety and industry growth in Europe. The single type certificate is a success story and he asked if this could be a model for a common Air Operator Certificate (AOC) in the future. Essential for this success are common standards, a single pilot license, the mutual acceptance of all certificates across Member States, and also common flight and duty time limitations. For example, all of these elements make it easy for an airline to interchange crew. IATA wishes EASA to take on more tasks so as to guarantee a level playing field. Challenges are still that States are holding on to their sovereignty and some tasks which leads to duplication.

2.10.6. Ms. Shelia Helton-Ingram, Regional Manager – Africa, Europe, and Middle East, Safe Skies for Africa Program, Department of Transport, United States, outlined the support the United States have been providing within the U.S. DOT's Safe Skies for Africa Program. The United States have been an early supporter of RSOOs in Africa and assisted several African COSCAPs to transition to RSOO. The United States provided training and technical assistance, including model laws and regulations and standardized inspector training. Ms. Helton-Ingram highlighted the importance of explaining the changes to the staff and taking them along. Fostering the right culture and environment is an essential part of building robust systems which bring added value to their Member States.

2.10.7. In the absence of Mr. Jeffrey Wool, Secretary General of Aviation Working Group (AWG), Mr. Catalin Radu of ICAO summarized the key aspects of the AWG White Paper on the cross-border transfer of aircraft. A video message from Mr. Wool is available on the Forum website.

2.10.8. Ms. Suzette Nieuwoudt summarized the panel by highlighting that a level playing field can be achieved through harmonization of regulations and practices and that this should be one of the core activity of an RSOO. Ms. Nieuwoudt also shared the COSCAP-SADC experience, benefits to States from COSCAPs, evolution to RSOO experience, etc. She reinforced that ICAO provided a useful assistance to States with the establishment of sub-regional COSCAPs globally, and they continue to perform very well in Asia with no plans to transition to RSOOs.

Discussion

2.10.9. Responding to a question, Eastern Caribbean Civil Aviation Authority (ECCAA) explained that they are financed by applying a user-pay principle. The benefit of ECCAA compared to an individual State oversight system lies in the fact that ECCAA has a sufficient number of competent

inspectors. If each individual State would have to have these inspectors it would be much more expensive. These inspectors also work on the basis of common regulations which facilitates the oversight.

2.10.10. African Civil Aviation Commission (AFCAC) stressed the point that it must be clear in the future how RSOOs are evaluated or audited and fit into the USOAP-CMA framework.

2.10.11. ASSA-AC emphasized that common regulations are essential for a well-functioning regional oversight system. RSOOs do not necessarily need a delegation of responsibility from States but if they carry out tasks on behalf of States, this tasking must be clear and unambiguous.

2.10.12. ICAO clarified that within the existing framework, States are required to declare a transfer of responsibility to ICAO. Within the USOAP-CMA programme, and if an RSOO is audited because it has taken responsibilities from States, it means that if a finding is put on the RSOO, this finding is automatically applied to all of its Member States.

Financing and sustainability: Which possibilities exist? How sustainable are they? Presenting the views of RSOOs, their donors, States and industry.

Moderated by Franklin Hoyer, Regional Director for South America Region, ICAO

Views from RSOO - Funder Pairs

2.10.13. Mr. Fredrik Kampfe, Manager Agreements and External Representation of EASA and Mr. Joachim Luecking, Head of Unit for Aviation Safety in the Directorate-General for Mobility and Transport of the European Commission explained the funding mechanism of EASA, which consists of fees and charges from the industry, a subsidy part from the budget of the European Union and earmarked funds from the European Union (EU) or other institutions to support research, international cooperation projects and providing assistance to the European Commission. EASA's expenditure is managed according to EU financial regulations and subject to regular audits. EASA's mandate is currently reviewed with a view to extend it to address new challenges such as drones, cybersecurity, big data, etc. In the international arena, EASA will continue supporting RSOOs and is very interested in participating to an exchange with other RSOOs. The European Commission supports and oversees this international work and provides financing through several of its services.

2.10.14. Ms. Irene Gnassour Seka, Director of Air Transport/Regional Project Coordinator of COSCAP-UEMOA, presented a different funding mechanisms of COSCAP-UEMOA which consist of the establishment fund, yearly contributions from the West African Economic and Monetary Union (UEMOA) Commission, a passenger tax, income on activities carried out by the RSOO, contributions from partners such as the African Development Bank, the European Union, the French cooperation network, Boeing and Airbus, and other sources. The challenge of the future is the creation of a sustainable Agency (Agence Communautaire de Supervision de la Sécurité et de la Sûreté de l'Aviation Civile (ACSAC)), based on the different funding mechanisms but also in setting up the headquarter, recruiting the staff, etc.

2.10.15. Mr. Ambrose Akandonde, Board Member of East African Community Civil Aviation Safety and Security Oversight Agency (CASSOA), explained that the Federal Aviation Administration (FAA) donated USD 3.5 million and ICAO supplied technical expertise to get the project on creating the RSOO started. The Member States supplied legal, technical, financial and human resource experts to establish common rules. Today, CASSOA is financed by contributions from its States, resources mobilized through its Secretariat, grants and loans from regional and international bodies, revenues from the activities of the Agency and other sources. Nevertheless, the budget is not sufficient to cover all of

CASSOA's costs. Various other funding methods have been explored and a passenger tax was found to be the most viable one. However, this meets resistance, in particular, from the industry.

Discussion

2.10.16. During the following discussion, it was mentioned that a passenger tax will always face resistance from airlines and some States, and that other funding mechanisms should be explored as well.

Views from industry

2.10.17. Ms. Tanja Grobotek, Regional Director – Safety and Flight Operations Africa of IATA, underlined that safety oversight is the responsibility of States. Therefore, industry expects that it is paid by States. In addition, IATA supports the user-pay principle. In general, IATA views RSOOs positively but expects that they bring added value, avoid duplication and act effectively and efficiently. IATA itself can contribute with training activities, provide assistance on State Safety Programmes and on managing oversight, in particular in the airworthiness domain, and by providing acceptable means of compliance (i.e. in the form of IATA Operational Safety Audit (IOSA) standards). IATA has provided funding to some individual RSOOs.

2.10.18. Mr. Simon Hocquard, Director of Operations of Civil Air Navigation Services Organisation (CANSO), spoke on the modernization of ATM systems and highlighted how vital ATM systems are for the safety of the aviation system.

2.10.19. Mr. Maury Seck, Regional Safety Director – Africa of Airbus, presented the Airbus activities in the AFI region and the difficulties encountered. For the future, common training programmes together with COSCAPs and CAAs should be one of the main focus to improve aviation safety in Africa.

2.10.20. Mr. Chamsou D. Andjorin, Director for Africa and Middle East of the Boeing Company, explained that RSOOs are imperative wherever there is low activity and limited resources. Efficient RSOOs require adequate staff, training and budget. They should as well be able to comply with ICAO safety requirements (USOAP). Looking at Africa, in order to have sustainable RSOOs, there should be a strict complementarity between CAAs and RSOOs. This could for example be codified in Memoranda of Understanding. Boeing provided funds and expects them to be used effectively and efficiently, i.e. outcomes must be measurable. Boeing welcomed a discussion on how the success of RSOOs could be measured.

Views from States

2.10.21. Dr. Sami Alsrari, General Manager Safety and Risk of GACA Saudi Arabia, talked about the establishment of the MENA RSOO. Before setting-up the RSOO, a study was commissioned to assess the viability of establishing a RSOO. Following the study and its recommendations, nine States signed a letter of intent which should be followed by a Memorandum of Understanding. Various options are presently being explored as regards the MENA legal framework and financing. Also, the role and coordination with ICAO MID RO and ACAC will need to be clarified.

2.10.22. Haydar Yalcin, Deputy Director General of Turkey, explained that Turkey is in a particular situation as former European Joint Aviation Authorities (JAA) member and now being in accession talks with the EU and EASA. It is therefore an example of a non-member receiving safety oversight support services from an RSOO. RSOOs are important as they can provide substantial contribution within the 'No Country Left Behind' initiative of ICAO. He highlighted that it is important

to avoid duplications. He strongly supported the set-up of a cooperative platform so as to exchange best practices and information. He also advocated for exploring new ways of financing and called upon donor States to support RSOOs in exploring new avenues. He outlined that RSOOs, their effectiveness and efficiency need to be assessed and that this should result in some form of recognition by ICAO. He finally stated that RSOOs should also cooperate between each other.

2.10.23. Grady Stone, Senior Representative Africa of the FAA, outlined in his speech the support FAA has provided to CASSOS and Central American Agency of Aviation Safety (ACSA), and the training needs assessment which has been carried out together with BAGASOO.

2.10.24. Bertrand de Lacombe, Head of the International Cooperation Mission of DGAC France, emphasized the high level of cooperation between EASA as RSOO and its Member States. He mentioned that the RSOO benefits are also recognized by industry. He concluded by saying that regionalization is also an appropriate tool to respond to new challenges. Overall, its benefits need to be better taken into account in ICAO provisions and practices.

Discussion

2.10.25. During the discussion participants concluded that the financing needs to fit the RSOO and that one size doesn't fit all. It was also mentioned that a progressive extension of RSOO competencies may help in establishing a robust organization.

2.11. Theme 4 Institutional Aspects of Operating Regional Mechanisms

Moderated by Dr. Vahid Motevalli, Professor of Mechanical Engineering and Associate Dean of Engineering for Research and Innovation, Tennessee Technological University

The relationship between RSOOs and their Member States

2.11.1. Dr. Vahid Motevalli opened the session by stating that all regional cooperation mechanisms must have, as a minimum, an established organization, be effective and sustainable. Developing an RSOO requires, as a minimum, political commitment at the highest level, a foundation in law, initial and ongoing resources, leadership and may benefit from existing economic or political structures and treaties.

2.11.2. Mr. Patrick Ky, Executive Director of EASA, presented the EU system as one of cooperation and partnership between EASA and its Member States. EASA and its Member State competencies are complementary, which require cooperation and working together. EASA acts when centralization is more effective and efficient. Member States retain their international responsibilities under ICAO while EASA supports them in this task. Member States are part of EASA's Management Board, thus controlling the Agency. They are consulted at policy, planning and technical level. At the same time, EASA oversees implementation in States and ensures a level playing field.

2.11.3. Mr. Pekka Henttu, Director General for the Aviation Sector of the Finnish Transport Safety Agency, supported Patrick Ky in highlighting the good cooperation that exists between EASA and Member States. The political commitment, common regulations and funding is established. The challenge now is to align the safety planning of EASA and States. He also provided several practical examples, ranging from the sharing of resources to safety information exchange. He finally highlighted the importance to cooperate within the RASG framework.

2.11.4. Mr. Julio Martinis Guerra, Secretary General of CAA Panama, concentrated in his presentation on the assistance SRVSOP can bring in developing and closing the USOAP audit corrective action plan and establish compliance with SARPs.

2.11.5. Mr. Franklin Hoyer, Regional Director for South American Region of ICAO and General Coordinator SRVSOP, presented that the successful relationship between SRVSOP and its Member States is mainly based on regulatory harmonization and the symbiosis between the ICAO Regional office and the RSOO. He also presented the cooperation of SRVSOP with non- Member States and other RSOOs which may include mutual recognition of certificates, data exchange, exchange of expertise and best practice. A common language has been proven to be successful for any cooperation mechanism.

2.11.6. Mr. Emmanuel Akatue, Executive Director of BAGASOO, spoke about the involvement of Member States in various BAGASOO committees, including technical and legal aspects, the recruitment of staff from the Member States, the involvement of Member States in the governing bodies and the funding provided by the States.

2.11.7. Mr. Simon Allotey, Director-General of the Ghana Civil Aviation Authority, presented how Ghana benefitted from the BAGASOO training programmes to improve oversight capabilities. He estimated that BAGASOO brought cost savings for the Ghana CAA of approximately USD 1 million. Other benefits of being a member of this RSOO are the support to various audit and technical missions, access to technical support, work towards harmonized regulations, common oversight tools, easier access to technical support from partners, networking and sharing of experiences. He concluded by outlining the challenges which are the non-optimal commitment of Member States, finding appropriate financial mechanism to ensure sustainability and effective support mechanisms, e.g. BAGASOO to States and States to States.

2.11.8. Mr. Sadou Marafa, Executive Secretary of African and Malagasy Civil Aviation Authorities (AAMAC), presented the RSOO which was established in 2012. A Memorandum of Cooperation with other RSOOs was signed in 2015 to avoid overlap of functions and duplication, in particular in the area of air navigation services (ANS). The objective is to establish an acceptable regional level of safety to assist States in meeting their ICAO obligations, the harmonization of regulations and procedures and environmental protection. The funding consists of fees paid by the air navigation services providers (ANSPs) and contributions of States. The challenges which remain are to secure sustainable funding, a strategy to promote AAMAC activities, facilitate the joining of new members and the cooperation with other RSOOs.

2.11.9. Mr. Jean Charles Ranaivoson, Director of Quality of CAA Madagascar, spoke about his experience with AAMAC and the benefit this brought to Madagascar.

Discussion

2.11.10. During the discussion, it was highlighted that the collaboration between RSOOs may also lead to efficiency gains.

The relationship between RSOOs and ICAO: recognition, audits and integration into ICAO activities.

2.11.11. Mr. Nari Williams-Singh, Chairman Board of Directors of CASSOS, started his presentation by outlining how existing RSOOs could improve; for example, by applying a project management approach and being result oriented, conducting regular performance reviews, working on the

effective implementation rate of States and providing assistance on ICAO's critical elements, supporting Member States in their oversight tasks, developing and maintaining common regulations, guidance and procedures, supporting safety initiatives and providing training. In addition, new areas could be explored such as security, facilitation and air navigation. Compliance with ICAO should always be the overarching framework. For improvements to be effective, an RSOO's performance must be assessed based on elements such as relevance, effectiveness, efficiency, sustainability and adaptability.

2.11.12. Mr. Fredrik Kampfe, Manager Agreements and External Representation of EASA, presented the efficiency gains which are brought by EASA vis a vis ICAO, including joint rulemaking and standard setting, participation in USOAP, technical input to ICAO and the link between the European Plan for Aviation Safety and GASP implementation. For the future, EASA sees potential in more recognition in the ICAO framework, integration of audit programmes, streamlining technical assistance, e.g. in Aviation Safety Implementation Assistance Partnership (ASIAP) and RSOO integration into ICAO's global programmes.

2.11.13. Mr. Catalin Radu, Deputy Director Aviation Safety of the ICAO Air Navigation Bureau, presented the challenges to the present oversight system and proposed to address some of the identified deficiencies by exploring alternative oversight models. Suitably empowered and strengthened RSOOs and other safety oversight providers would constitute building blocks of such an alternative global aviation safety oversight system (GASOS). The RSOOs and service providers would be assessed in relation to their competence and qualify as an ICAO recognized safety oversight provider. These providers could be States assisting other States, RSOOs and other existing safety oversight support service providers. Provider's tasks and functions would be classified in accordance with the level of empowerment, and each task and function would be mapped to a USOAP CMA Protocol Question. Such system would empower and strengthen RSOOs, they would be fully integrated within the safety oversight and management programmes and activities of their States, they would be aligned with ICAO's global and regional programmes and efficiencies would be realized, avoiding duplications. Such system would also benefit States by providing alternatives for ensuring safety oversight, providing flexibility to choose and combine different tasks, functions and providers as required by the State, promoting the sharing of best practices, enhanced compliance and effective implementation rates as well as avoiding duplication. Industry might have economic benefits by being exposed to more streamlined processes and an indirect benefit by being safety compliant. Mr. Radu finalized his presentation by presenting a draft action plan which would implement the strategy.

Discussion

2.11.14. The questions raised focused on the practical application of the audit mechanism. It was explained that there are different levels of RSOOs and that the evaluation will depend on the functions transferred to the RSOO, i.e. some might be subject to a lighter assessment and some will be subject to a partial or full USOAP audit.

2.12. Theme 5 Global Strategy and Plan for Improvement of RSOOs

Moderated by Ms. Daniela Defossar, Senior Policy Coordinator EASA and Mr. Michiel Vreedenburgh, Chief Implementation Planning and Support – Safety, Air Navigation Bureau, ICAO

2.12.1. The plenary split into three groups which discussed:

- Group 1: Opportunities for strengthening individual RSOOs, including financial sustainability and effective empowerment

- Group 2: Global strategy and action plan for a global aviation safety oversight system (GASOS)
- Group 3: Establishment of a RSOO cooperative platform

2.12.2. The groups were provided with guidelines and a draft Global Strategy and Action Plan, including a proposal for a cooperative platform, as a discussion basis.

Moderated by Mr. Fredrik Kampfe, Manager Agreements and External Representation, EASA and Mr. Stephen Creamer, Director of Air Navigation Bureau, ICAO

The outcome of the group discussions can be summarized as follows.

2.12.3. Group 1 discussed the five proposed elements for RSOO improvement, namely relevance, effectiveness, efficiency, sustainability and adaptability. The group found that RSOOs missions, objectives, tasks are agreed and codified in charters, treaties or agreements but the political, technical or financial commitment is often missing to implement these agreements. It was also mentioned that some RSOOs lack enforcement power. The group concluded that an RSOO recognition mechanism by ICAO would be important. This may help empowering RSOOs in their functions. In terms of funding, the group found that States cannot fund RSOOs alone. RSOO may need to charge for certain of their activities. It is recognized that ICAO Doc 9734 B provides for different funding mechanisms. Overall, mission, tasks and funding need to be aligned. This may also mean that the tasks of an RSOO need to be limited so as to allow the RSOO to function effectively with the limited resources available. The group recommended to ICAO to identify indicators, tools and means to measure the performance of RSOOs. The cooperative platform may be of help to address some of the questions and to exchange information.

2.12.4. Group 2 reviewed the draft Strategy and Action Plan, in particular on the proposed oversight scheme. The group suggested to make a clear link to the GASP. In addition, the proposed ICAO recognition scheme should apply on a voluntary basis. It was also discussed that depending on the tasks and function an RSOO may fall into more than one RSOO category. Overall, the oversight and recognition scheme was strongly supported.

2.12.5. Group 3 reviewed the proposal for a cooperative platform and stressed that the opportunity of the Forum should be used to launch it. The platform should also look into harmonizing definitions, standards and specifications relevant to RSOOs. Furthermore, the platform may further specify, for example, how COSCAPs could transition into an RSOO. Overall, the launch of such a platform was highly welcomed.

2.12.6. During the following discussion, several speakers supported the group conclusions, and in particular, the establishment of an oversight scheme and cooperative platform. Some concerns were expressed that commercial service providers could be part of the ICAO recognition scheme while safety oversight is a State responsibility. It was clarified that States would always retain this responsibility but should have the flexibility to use other resources supporting them in their tasks. Not all States have access to an RSOO and it remains a prerogative of States to select a competent service providers. So as to respond to the concerns raised, it was decided to review this point at a later stage and exclude mention of commercial service providers from the strategy for the time being. Furthermore, it was mentioned that the collaboration between RSOOs is essential. It was also suggested that the platform should grant access to its information to all States and ICAO. EASA offered to support in setting up the platform. In relation to the improvement of RSOOs, it was suggested that technical assistance provided to States could be delivered through RSOOs, where applicable, so that other Member States of RSOOs could also enjoy collateral benefits in knowledge, expertise and experience gained from the assistance provided.

3. CLOSING OF THE GLOBAL RSOO FORUM

3.1. Dr. Olumuyiwa Benard Aliu, President of the Council, ICAO and Mr. Patrick Ky, Executive Director, EASA closed the Forum by thanking Swaziland for their hospitality and each other for co-organizing the Forum. Both highlighted the important step which has been made with agreeing on the global strategy and action plan which will help in strengthening RSOOs and in building a robust global aviation safety oversight system (GASOS). Mr. Ky re-emphasized EASA's commitment to help in setting up the cooperative platform.

3.2. The Global Strategy and Action Plan for the Improvement of RSOOs and the Establishment of a Global System for the Provision of Safety Oversight is included in **Appendix C**.

Ministerial AFI Region RSOO Forum

3.3. The last day of the Forum was dedicated to the AFI Region. It was attended by 13 ministers responsible for Civil Aviation from Congo, DRC, Equatorial Guinea, Ghana, Lesotho, Mauritania, Nigeria, Sao Tome and Principe, South Africa, Swaziland, Togo, Zambia and Zimbabwe. The regional Forum was chaired by Senator Pastor Lindiwe Dlamini, Honourable Minister of Public Works and Transport, Kingdom of Swaziland. The forum opening was addressed by Mr. Patrick Ky, Executive Director, EASA; Ms. Iyabo Sosina, Secretary General, AFCAC; and Dr. Olumuyiwa Benard Aliu, President, ICAO; and declared open by Senator Acting Prime Minister of the Kingdom of Swaziland. The regional Forum was informed with presentations on the AFI Plan, outcomes of the Global Forum, and a proposed roadmap for supporting and strengthening RSOOs in the AFI Region. The Ministers then reviewed and adopted the proposed ministerial Declaration, including the development of a Strategic Plan for Supporting and Strengthening RSOOs in the AFI Region and an action Plan to implement the above-mentioned Declaration by ICAO through the AFI Plan and in collaboration with AFCAC and partners. The closing of the regional forum was addressed by Mr. Stephen Creamer, Director of Air Navigation Bureau, ICAO, Mr. Patrick Ky, Executive Director, EASA and Dr. Olumuyiwa Benard Aliu, President, ICAO, and declared closed by the Chair Senator Pastor Lindiwe Dlamini, Honorable Minister for Public Works and Transport of the Kingdom of Swaziland.

3.4. The Ezulwini Ministerial Declaration on Regional Safety Oversight Organizations in Africa is included in **Appendix D**.

APPENDIX A

PROGRAMME

DAY 1: 22 March 2017

Global Forum

Chair of the Forum Days 1 and 2:
Mr. Solomon Dube, Director General of Civil Aviation, SWACAA

Time	Title	Speakers
08:00 - 09:00	Registration	
09:00 - 10:00	Opening of the Global RSOO Forum	<ol style="list-style-type: none">1. Mr. Stephen Creamer, Director of Air Navigation Bureau, ICAO2. Mr. Patrick Ky, Executive Director, EASA3. Mr. Joachim Lücking, Head of Unit for Aviation Safety in the Directorate - General for Mobility and Transport, European Commission4. Senator Pastor Lindiwe Dlamini, Honourable Minister for Public Works and Transport, Swaziland
10:00 - 10:30	Group photo, press conference and coffee break	

Theme ONE

RSOO State-of-play – Global Update

Moderation: Fredrik Kämpfe, Manager Agreements and External Representation, EASA

Time	Title	Speakers
10:30 - 11:15	Report on the actions and achievements since the last ICAO RSOO Symposium RSOO pitch I: new RSOOs	<ol style="list-style-type: none">1. Mr. Catalin Radu, Deputy Director, Aviation Safety, Air Navigation Bureau, ICAO2. Mr. Mam Sait Jallow, Regional Director for Western and Central Africa Region, ICAO3. Mr. Prosper Zo'o Minto'o, Deputy Regional Director for Western and Central Africa Region, ICAO4. Dr. Sami Alsrinari, General Manager Safety and Risk, GACA, , Saudi Arabia

Theme TWO**RSOO State-of-play – RSOO Updates**

Moderation: Mr. Mohamed Rahma, Regional Director for Middle East Region, ICAO

Time	Title	Speakers
11.15 - 12:30	RSOO pitch II: existing RSOOs Updates on main activities, developments in competences, recognition and challenges	<ol style="list-style-type: none"> 1. Mr. Patrick Ky, Executive Director, EASA 2. Mr. Franklin Hoyer, General Coordinator, SRVSOP 3. Mr. Nari Williams-Singh, Chairman of the Board of Directors, CASSOS 4. Mr. Wilson Sagati, Chairman of Council, PASO 5. Mr. Robert Mwesigwa Nviiri, Executive Director, CASSOA 6. Mr. Emmanuel Akatue, Executive Director, BAGASOO
12:30 - 14:00	Lunch break	

Theme THREE**Practical Aspects of Operating Regional Mechanisms**

Moderation: Ms. Suzette Nieuwoudt, Interim Executive Director (Ag), iSASO

Time	Title	Speakers
14.00 - 15:00	Regional mechanisms: what they can offer and perform for States	<ol style="list-style-type: none"> 1. Mr. Donald McPhail, Director General, ECCAA 2. Mr. Jean Mokoumbou, Technical Director, ASSA-AC 3. Mr. Walid Al Rahmani, Director of Safety Policy Regulation and Planning, GCAA UAE, RASG-MID 4. Mr. Caj Frostell, Commissioner, BAGAIA 5. Capt. Giancarlo Buono, Director Safety and Flight Operations for Europe, IATA 6. Ms. Shelia Helton-Ingram, Regional Manager - Africa, Europe, and Middle East, SSFA, DOT, United States 7. Mr. Catalin Radu, Deputy Director, Aviation Safety, ANB, ICAO, on behalf of AWG
15:00 – 15:30	Networking break	

Moderation: Mr. Franklin Hoyer, Regional Director for South America Region, ICAO

15:30-17:00	<p>Financing and sustainability: Which possibilities exist? How sustainable are they? Presenting the views of RSOOs, their donors, States and industry.</p>	<ol style="list-style-type: none"> 1. Views from RSOO - Funder Pairs: <ol style="list-style-type: none"> a. Mr. Fredrik Kämpfe, Manager Agreements and External Representation , EASA – Mr. Joachim Lücking, Head of Unit for Aviation Safety in the Directorate -General for Mobility and Transport, European Commission b. Ms. Irène Gnassour Seka, Director of Air Transport / Regional Project Coordinator COSCAP-UEMOA c. Mr. Robert Mwesigwa Nviiri, Executive Director, CASSOA – Mr. Ambrose Akandonda, Board Member, CASSOA 2. Views from industry: <ol style="list-style-type: none"> a. Ms. Tanja Grobotek, Regional Director - Safety and Flight Operations Africa, IATA b. Mr. Simon Hocquard, Director of Operations, CANSO c. Mr. Maury Seck, Regional Safety Director – Africa, Airbus d. Mr. Chamsou D. Andjorin, Director for Africa and Middle East, Boeing 3. Views from States: <ol style="list-style-type: none"> a. Dr. Sami Alsrinari, General Manager Safety and Risk, GACA, Saudi Arabia b. Mr. Haydar Yalcin, Deputy Director General, Turkey c. Mr. Grady Stone, Senior Representative Africa, FAA, United States d. Mr. Bernard de Lacombe, Head of the International Cooperation Mission, DGAC, France
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DAY 2: 23 March 2017

Theme FOUR

Institutional Aspects of Operating Regional Mechanisms

Moderation: Dr. Vahid Motevalli, Professor of Mechanical Engineering and Associate Dean of Engineering for Research and Innovation, Tennessee Technological University

Time	Title	Speakers
09:00 – 10:00	The relationship between RSOOs and its Member States	<p>RSOO and RSOO Member States:</p> <ol style="list-style-type: none"> 1. Mr. Patrick Ky, Executive Director, EASA – Mr. Pekka Henttu, Executive Director, Finnish Transport Safety Agency, Finland 2. Mr. Julio Martinis Guerra, Secretary General, CAA, Panama – Mr. Franklin Hoyer, Regional Director for South American Region, ICAO and General Coordinator, SRVSOP 3. Mr. Emmanuel Akatue, Executive Director, BAGASOO – Mr. Simon Allotey, Executive Director, CAA, Ghana 4. Mr. Sadou Marafa, Executive Secretary of AAMAC – Mr. Jean Charles Ranaivoson, Director of Quality, CAA, Madagascar
10:00 – 10:45	<p>The relationship between RSOOs and ICAO: recognition, audits and integration into ICAO activities</p> <p>Introduction for the break-out session</p>	<ol style="list-style-type: none"> 1. Mr. Nari Williams-Singh, Chairman Board of Directors, CASSOS 2. Mr. Fredrik Kämpfe, Manager Agreements and External Representation, EASA 3. Mr. Catalin Radu, Deputy Director Aviation Safety, Air Navigation Bureau, ICAO <p>Mr. Michiel Vreedenburgh, Chief Implementation Planning and Support – Safety, Air Navigation Bureau, ICAO and Ms. Daniela Defossar, Senior Policy Coordinator, EASA</p>
10:45 – 11:15	Networking break	

Theme FIVE**Global Strategy and Plan for Improvement of RSOOs**

Moderation: Ms. Daniela Defossar, Senior Policy Coordinator, EASA and Mr. Michiel Vreedenburgh, Chief Implementation Planning and Support – Safety, Air Navigation Bureau, ICAO

Time	Title	Speakers
11:15 – 13:00	<p>Development of a global strategy and action plan for the improvement of RSOOs.</p> <ul style="list-style-type: none"> - Break-out sessions in groups, with cross-regional participation - 3 topics/groups <ul style="list-style-type: none"> o identify opportunities for strengthening RSOOs including financial sustainability and effective empowerment; o review the draft global strategy and action plan for a global aviation safety oversight system (GASOS); o develop a proposal for the establishment of a RSOO cooperative platform. - Preparation of presentations 	<p>Group Coordinators – ICAO/EASA officers</p> <p>Group members – RSOOs, States and other interested Forum participants</p>
13:00 - 14:30	Lunch break	

Moderation: Mr. Fredrik Kämpfe, Manager Agreements and External Representation , EASA and Mr. Stephen Creamer, Director of Air Navigation Bureau, ICAO

14:30 – 15:15	Reporting back to the plenary	Groups
15:15 – 15:45	Networking break	

Chair of the Forum Days 1 and 2: Mr. Solomon Dube, Director of Civil Aviation, SWACAA

15:45 – 16:30	<p>Closing of the global RSOO Forum with agreement on:</p> <ul style="list-style-type: none"> - Outcomes of the Forum Global strategy and action plan for the improvement of RSOOs and the Establishment of a Global System for the Provision of Aviation Safety Oversight 	<ol style="list-style-type: none"> 1. Mr. Patrick Ky, Executive Director, EASA 2. Dr. Olumuyiwa Benard Aliu, President of the Council, ICAO
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DAY 3: 24 March 2017**Focus on Africa – AFI Regional Ministerial RSOO Forum**

Chair of the Forum Day 3: Senator Pastor Lindiwe Dlamini, Honourable Minister of Public Works and Transport, Kingdom of Swaziland

Time	Title	Speakers
09:30 – 10:00	Opening session of the AFI Regional Ministerial RSOO Forum	Mr. Patrick Ky, Executive Director, EASA Ms. Iyabo Sosina, Secretary General, AFCAC Dr. Olumuyiwa Benard Aliu, President, ICAO Senator Acting Prime Minister, Kingdom of Swaziland
10:00 - 10:30	Group photo and Coffee break	
10:30 – 11:00	Challenges of sustainability and effectiveness of RSOOs in the AFI Region: - Overview of AFI RSOOs - Experiences of AFI RSOOs - Views from AFI States	Halidou Moussa, Chairperson of the AFI Plan Steering Committee Mr. Mam Sait Jallow, Regional Director for Western and Central Africa Region, ICAO
11:00 - 11:30	Outcomes (Strategy and Actions) of the Global Forum	Mr. Papa Atoumane Fall, Director of Safety and Technical Services, AFCAC
11:30 - 12:00	Supporting and strengthening RSOOs in the AFI Region: Agreeing on a Roadmap	Mr. Barry Kashambo, Regional Director for Eastern and Southern Africa Region, ICAO
12:00 – 13:00	Review and adoption of Ministerial Declaration and Roadmap	AFI Ministers Responsible for Civil Aviation
13:00 – 13:30	Closing of the AFI Regional Ministerial RSOO Forum	Mr. Stephen Creamer, Director of Air Navigation Bureau, ICAO Mr. Patrick Ky, Executive Director, EASA Dr. Olumuyiwa Benard Aliu, President, ICAO Senator Pastor Lindiwe Dlamini, Honourable Minister for Public Works and Transport, Kingdom of Swaziland

APPENDIX B

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APPENDIX C

Global Strategy and Action Plan for the Improvement of Regional Safety Oversight Organizations (RSOOs) and the Establishment of a Global System for the Provision of Safety Oversight

Context

1. The participants at the Global Forum on Regional Safety Oversight Organizations (RSOOs) for Global Aviation Safety, held in Swaziland from 22 to 24 March 2017, approved a global strategy and action plan for the improvement of RSOOs and the establishment of a global system for the provision of safety oversight.
2. In doing so, the Forum took note of the outcomes and recommendations of previous ICAO meetings on RSOOs, to include the Symposium on RSOOs, held in 2011 and the Second High-level Safety Conference, held in 2015. The Forum also noted Resolution A39-14, adopted by the ICAO Assembly in 2016.
3. Assembly Resolution A39-14, in particular, encourages ICAO Member States to foster the creation of regional or sub-regional partnerships to collaborate on the development of solutions to common problems to build State safety oversight capability, and to participate in, or provide tangible support for, the strengthening and furtherance of sub-regional and regional aviation safety, and safety oversight bodies, including RSOOs.
4. The Forum acknowledged that over the last decade, the number and importance of RSOOs have been expanding. Presently, there are seventeen RSOOs, ranging from relatively informal safety oversight bodies that offer advisory services to their Member States to more formally institutionalized organizations that carry out safety oversight tasks and functions by formal delegation by their States.
5. The strategy and action plan for the improvement of RSOOs, and the establishment of a global system for the provision of safety oversight represents the outcome of discussions at the Forum on potential solutions to many of the challenges faced by RSOOs, foremost of which is the need to ensure their sustainable funding and adequate empowerment, with respect to the tasks and functions they carry out for their members. The strategy and action plan seek to put in place solutions that will enhance the effectiveness of the existing RSOOs, as well as better align them with the global and regional programmes of ICAO.
6. At the same time, there is a need for safety oversight to meet the challenges posed by growing air traffic, which is expected to double over the next fifteen years, and changing aircraft ownership, registration and user business models. To this end, the Forum reached agreement on the need to go beyond the current prevailing concept of national and regional-based safety oversight systems to a globally based system that would be composed of a range of safety oversight providers, including the RSOOs. RSOOs will be recognized as an integral part of a global aviation safety oversight system led by ICAO, within the framework of the Global Aviation Safety Plan (GASP), and maintaining the States' obligation and responsibility for safety oversight under the Convention of International Civil Aviation.
7. Improving the performance of RSOOs also entails strengthening cooperation and information sharing between RSOOs, and establishing a cooperative platform for this purpose.

Strategic Objectives

8. The strategy agreed to by the Forum consists of the following three objectives:
- to improve and strengthen the RSOOs' capacity to carry out safety oversight tasks and functions on behalf of their Member States and to actively contribute to ICAO's global and regional programmes and activities;
 - to implement a global system for the provision of safety oversight that improves the efficiencies of current safety oversight programmes, and enables the continuous monitoring of a State's safety oversight in a more effective and coordinated manner.
 - to establish an RSOO cooperative platform aimed at bringing RSOOs together to exchange best practices, share and collaborate on the development of manuals and checklists, cooperate on providing technical assistance, and assist ICAO in related provisions development and global programme implementation.

Improvement and Strengthening of RSOOs

9. An evaluation of RSOOs in general will be conducted in order to update information on major challenges faced in relation to their improvement. In addition, and upon request, a more in-depth gap analysis can be conducted on an individual RSOO in order to determine the actions that need to be taken for strengthening it. For the purpose of carrying out both the evaluation and the gap analysis, the following five criteria have been defined:

- **Relevance:** This will assess the RSOO's mission, goals, programmes and activities, and their alignment with those of its Member States or donors as well as ICAO. Is the RSOO meeting the expectations and needs of its Member States and stakeholders, and is it well integrated into the strategic plans and programmes of its Member States?
- **Effectiveness:** This will assess the extent to which an RSOO is able to meet its goals and objectives. Is the RSOO sufficiently empowered to carry out its mission? Has it been given international legal personality that enables it to establish agreements and working arrangements with other international organizations (including ICAO) and third-party States? Have formal delegations of authority been established that will enable the RSOO to carry out safety oversight duties and functions on behalf of its Member States? Have common standards and practices been established in the region? Is the RSOO sufficiently resourced to enable it to meet its programmed activities?
- **Efficiency:** This will assess the use of human and financial resources, and make a comparison of the RSOO's outputs and the costs incurred. Unnecessary overlap and duplication of programmes and activities between the RSOO and its Member States, ICAO and other international organizations are to be avoided.
- **Sustainability:** This will assess the long-term viability of the RSOO, particularly in respect to legal authority, human resources and financial viability and sustainability. How effective is the management of the RSOO in terms of the organization's strategic development and quality assurance? Has a mechanism been established for the sustainable funding of the RSOO?

- **Adaptability:** This will assess the ability of the RSOO to adapt to an evolving environment, brought about by a rapidly expanding aviation industry, changing technologies, scope and processes.

10. All gap analyses of individual RSOOs will be conducted on a cost recovery basis.

11. Integral to the strengthening and improvement of RSOOs will be the establishment of an RSOO cooperative platform. The RSOO platform will interface with ICAO, facilitate the supply of technical assistance and support to RSOOs and provide RSOOs with a common pool of experts. In general, it will greatly enhance cooperation between RSOOs by enabling the exchange of information and sharing of best practices. Any RSOO recognized by ICAO or having a clear roadmap towards ICAO evaluation, may become part of the cooperative platform.

Development and implementation of an ICAO Global Aviation Safety Oversight System (GASOS)

12. The primary objective of the global aviation safety oversight system is the implementation of an enhanced safety oversight model that resolves the challenges faced by current regional and national based models, caters for future challenges posed by a rapidly expanding air transport industry and offers practical and affordable options in the area of safety oversight.

13. Under the global aviation safety oversight system, an ICAO recognized safety oversight provider will be any international, regional or sub-regional aviation safety oversight body that carries out tasks and functions on behalf of a State or group of States. Suitably empowered and strengthened RSOOs and other State safety oversight providers will constitute the building blocks of a global safety oversight system.

14. On a voluntary basis, safety oversight providers may request recognition from ICAO in respect to competencies to carry out the specific tasks and functions. Each task and function will be mapped to a USOAP CMA protocol question (PQ) or set of PQs. A Safety oversight provider may receive several levels of recognition for various tasks and functions.

15. The following three levels are defined, based on the complexity of tasks and functions performed:

- **Level 1** – advisory and coordinating tasks and functions
- **Level 2** – operational assistance tasks and functions
- **Level 3** – certifying agency tasks and functions

16. For levels 1 and 2 tasks and functions, ICAO recognition will be based on an initial assessment to evaluate the capabilities of the provider.

17. For a provider to receive ICAO recognition for Level 3 tasks and functions, it will have to first undergo an activity under the ICAO USOAP CMA.

18. ICAO recognition will be renewed at a determined frequency, on the basis of a re-assessment for Levels 1 and 2, and will depend on USOAP CMA results for Level 3.

19. All ICAO recognized safety oversight providers will have to demonstrate competence in the tasks and functions that they provide, in order to qualify for ICAO recognition, and ICAO will maintain an inventory of competent safety oversight providers, and the tasks and functions that they provide. An ICAO recognized safety oversight provider could include the civil aviation authority of a State that provides assistance to another State, or an RSOO that carries out safety oversight tasks and functions.

ATTACHMENT

Action Plan for the Improvement of Regional Safety Oversight Organizations (RSOOs) and the Establishment of a Global System for the Provision of Safety Oversight

No.	Objective	Activity	Implementing Entity	Supporting Entities	Deadline
1	Improvement and strengthening of RSOOs	1 Develop a classification of RSOOs based on levels of empowerment of tasks and functions	ICAO	RSOOs	April 2017
		2 Complete a gap analysis and evaluation of existing RSOOs, including the further specification of performance criteria, development of questionnaires and tools for the collection and analysis of information, and reporting results.	ICAO	RSOOs	June 2017
		3 Revise the RSOO Manual Doc. 9734, Part B			July 2017
		4 Conduct gap analysis and evaluation of individual RSOOs, including surveys and the collection and analysis of information and data, on request and cost recovery basis.	ICAO	RSOOs	From July 2017 onwards
		5 Implement RSOO corrective actions on a case-by-case basis	RSOOs	ICAO/EASA/ Donor States, funding agencies	Ongoing
2	Develop and implement an RSOO cooperative platform	1. Launch the concept of the RSOO cooperative platform	TBD, RSOOs	ICAO, RSOOs	March 2017
		2. Draft ToR, identify suitable actions and hold first meeting	RSOOs	RSOO Platform	September 2017
		3. Endorse the ToRs	SANIS	ICAO	December 2017
		4. Establish Cooperative Platform	RSOOs	ICAO, Donor RSOOs	December 2017
		5. Hold second meeting	RSOOs	RSOO Platform	April 2018
3	Develop and implement a global aviation safety oversight system (GASOS)	1. Establish a working group of stakeholder experts	ICAO	Stakeholders	May 2017
		2. Complete a feasibility study on the development and implementation of a global aviation safety oversight system	ICAO	Stakeholders	October 2017

No.	Objective	Activity	Implementing Entity	Supporting Entities	Deadline
		3. Present the global aviation safety oversight system to SANIS	ICAO		December 2017
		4. Develop the global aviation safety oversight system			2018 - 2019
		5. Recommendation to AN-Conf/13	ICAO		November 2018
		6. Endorsement of the global aviation safety oversight system by the Assembly	ICAO		October 2019
		7. Taking account of the information and data collected from RSOOs, review and, as required, amend ICAO provisions, programmes (e.g. the USOAP) and existing guidance material (e.g. Doc. 9734, Part B).	ICAO	RSOO Platform	November 2020
		8. Assess and/or audit RSOOs in respect to tasks and functions and related levels of empowerment.	ICAO	RSOOs	December 2020

Proposed RSOO Cooperative Platform

1. A platform will be established to facilitate greater cooperation between RSOOs. The detailed objectives of this Platform are to
 - facilitate inter-RSOO Communication
 - become an information hub and facilitate the exchange of information and sharing of best practices, including the establishment of common or harmonised definitions, standards and specifications relevant to RSOOs
 - facilitate the exchange of data and common data analysis
 - facilitate the supply of technical assistance and support to RSOO
 - interface with ICAO on topics of mutual interest for RSOO
 - receive tasks from ICAO that concerns development of the RSOO community
 - provide an RSOO pool of experts
 - nurture the continued stability and progression of RSOO
2. Any RSOO may become part of the cooperative platform. Consideration shall be given to supporting other regional mechanisms in development towards becoming an RSOO.
3. The interim Platform should develop progressively and initially i) develop Terms of Reference describing its tasks and governance scheme, ii) organize regular meetings among and between RSOOs, adjacent to other relevant forums, and iii) develop a web-based application and other tools to support this. It should also study the outcomes of the 2017 RSOO Forum to determine, in coordination with ICAO, where it could provide support in the follow-up of the Forum actions and in strengthening RSOOs. The nature of tasks should be expanded progressively; overlaps with existing ICAO, regional or State activities is to be avoided.
4. The resources necessary should be supported by contributions by the RSOOs or their Member States as well as ICAO Voluntary Funds. Additional forms of funding should be further explored.
5. The Platform's secretariat, as addressed by the Terms of Reference, should regularly report to its members as well as the ICAO Secretariat and may be reported on to the ICAO Governing bodies through existing reporting mechanisms regarding its activities and the actions undertaken. The Platform will not replace the representation of the RSOO Member States to ICAO. It will cooperate closely with the State representatives to ICAO in order to coordinate positions.

APPENDIX D

EZULWINI DECLARATION ON REGIONAL SAFETY OVERSIGHT ORGANIZATIONS IN AFRICA

Ezulwini, Kingdom of Swaziland, 24th March 2017

We African Ministers responsible for Civil Aviation, meeting in Ezulwini, Kingdom of Swaziland on 24 March 2017, on the occasion of the Forum on Regional Safety Oversight Organizations (RSOOs) for Global Aviation Safety organized by the European Aviation Safety Agency (EASA) and the Kingdom of Swaziland in collaboration with the International Civil Aviation Organization (ICAO);

Mindful of the Convention on International Civil Aviation signed in Chicago on 7 December 1944 (Chicago Convention);

Mindful of ICAO Assembly Resolutions A39-12 and A39-14 that, in particular, encourage Member States to develop sustainable solutions and to foster the creation of regional or sub-regional partnerships to address their common problems related to safety oversight capabilities, and of the expected benefits associated with RSOOs;

Mindful of the Treaty Establishing the African Economic Community signed in Abuja, Nigeria, in June 1991;

Mindful of the existing Regional Economic Communities (RECs) established in the Continent;

Mindful of the strong links between the Strategic Objectives of ICAO and the United Nations 2030 Agenda for Sustainable Development, especially in recognition that safe and secure aviation and global connectivity contribute significantly to socio-economic development;

Mindful of the African Civil Aviation Policy (AFCAP) adopted by the Second Conference of the AU Ministers of Transport, in Luanda, Angola on 25 November 2011 and the strategies and commitments developed in the Declaration, subsequently endorsed by the Assembly of Heads of State and Government of the AU, in Addis Ababa, Ethiopia, on 27 January 2012;

Mindful of the Abuja Declaration on Civil Aviation Safety in Africa of 20 July 2012, affirming States' commitment to enhance aviation safety in Africa, and its endorsement by the Assembly of Heads of State and Government of African Union (AU) in Addis Ababa, Ethiopia, in January 2013;

Mindful of the role of the New Partnership for Africa's Development (NEPAD) as a framework for the development of Africa;

Mindful of the various programmes, objectives and targets currently being pursued under ICAO's No Country Left Behind (NCLB) initiative, launched in December 2014;

Considering the importance of regional cooperation to improve aviation safety oversight in air transport industry development world-wide, and its impact on national economic development particularly in Africa;

Considering the compelling need to continuously improve aviation safety in Africa and the need to urgently find immediate and sustainable resolution to deficiencies in aviation safety oversight;

Commending ICAO for its continued technical assistance to Africa, including the Comprehensive Regional Implementation Plan for Aviation Safety in Africa (AFI Plan) and the Regional Aviation Safety Group for Africa-Indian Ocean (RASG-AFI) supported by AFCAC in the efforts to implement programmes and projects towards enhancing safety; and

Having considered the Global Strategy and Action Plan for the Improvement of RSOOs and the establishment of a global aviation safety oversight system adopted by the Forum on RSOOs for Global Aviation Safety held in Ezulwini, Swaziland, from 22 to 23 March 2017.

Concerned by:

- 1 The slow progress in the implementation of the critical elements of States' safety oversight systems and ICAO Standards and Recommended Practices (SARPs) related to safety, across the continent;
- 2 Insufficient number of qualified and competent technical personnel for ensuring aviation safety oversight in Africa;
- 3 Inadequacy of financial resources to ensure effective functioning of RSOOs to support States capability to improve aviation safety and meet their oversight obligations;
- 4 Duplication of membership of RSOOs across the continent and the lack of delegation of functions to RSOOs by member or partner States as appropriate;
- 5 Inadequate organizational safety culture;
- 6 Challenges in harmonization of policies, regulations, procedures and practices and weak mechanisms of sharing information and resources; and
- 7 Insufficient guidance and harmonised training mechanisms for implementation of the safety related provisions of ICAO Annexes.

Recalling:

- 1 The importance of air transport in economic development across the continent;
- 2 The role of the ICAO and AFCAC as specialized agencies in fostering the development of international civil aviation and the Memorandums of Cooperation (MOCs) between the AU Commission, AFCAC and ICAO; and

- 3 The critical roles of the RECs, RSOOs and Cooperative development of Operational Safety and Continuing Airworthiness Programmes (COSCAPs) in the implementation of regional aviation safety and continuous monitoring programmes.

Reaffirming:

The urgent need to implement national, regional and continent-wide strategies on aviation safety in Africa with a view to promoting air transport as a means for the enhancement of Africa's development and integration.

Welcoming:

- 1 The encouraging progress achieved by some States in the implementation of the critical elements of their safety oversight systems and ICAO SARPs related to safety;
- 2 The various initiatives undertaken by sector organizations in the continent by RECs and development partners; and
- 3 Establishment and operationalization of COSCAPs, RSOOs and Regional Accident and Incident Investigation Organizations (RAIOs).

Undertake to:

- 1 Meet our States' obligations under the Chicago Convention, including effective safety oversight;
- 2 Ensure the implementation of the policy objectives, commitments, regulations and strategies on aviation safety as adopted in the AFCAP;
- 3 Support the effective implementation of the ICAO Global Aviation Safety Plan (GASP), States safety oversight systems, the AFI Plan and AFI-Cooperative Inspectorate Scheme (CIS);
- 4 Ensure that aviation safety is given its due consideration in States' National Development Plans
- 5 Strengthen and maintain RSOOs to effectively perform their functions, including those delegated by States; and
- 6 Support the provision of sustainable sources of funding and resources for RSOOs to carry out effective safety oversight of civil aviation.

Decide to:

- 1 Ensure political and technical commitment at the national, regional and continental level for the optimization of RSOOs in Africa;
- 2 Accelerate the establishment and strengthening of RSOOs that can effectively support regulatory oversight for aviation safety;
- 3 Ensure the strengthening of RSOOs' relationships with, and empowerment within,

their Member States;

- 4 Ensure the strengthening of the relationship of RSOOs with ICAO and coordination of activities related specifically to the delegation of functions to RSOOs by Member States;
- 5 Ensure the utilization of RSOOs for timely resolution of all Significant Safety Concerns (SSCs) and deficiencies identified through the ICAO Universal Aviation Safety Oversight Audit Programme – Continuous Monitoring Approach (USOAP-CMA); and ensure the progressive increase in the Effective Implementation (EI) rate of the Critical Elements of States' Aviation Safety Oversight systems;
- 6 Increase the effectiveness of RSOOs through optimization of their relationship and collaboration with partners and donors;
- 7 Ensure the availability and retention of sufficient and competent/skilled aviation safety professionals by RSOOs; and
- 8 Endorse the implementation of the global strategy and action plan to improve RSOOs and the establishment of a global aviation safety oversight system.

Make a Solemn Appeal to ICAO, Financial Institutions, and all development and industry partners and organizations, to support aviation safety in Africa;

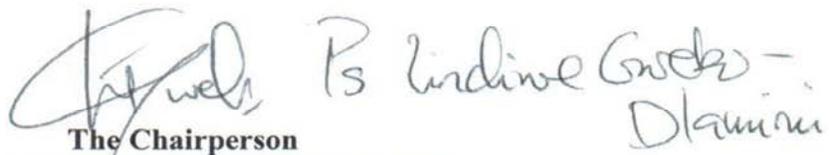
Urge States to implement, the Abuja Declaration on aviation Safety in Africa and its associated targets as may be amended, in particular provisions relating to the optimization of RSOOs, including funding and delegation of functions to these organizations as appropriate.

Urge RSOOs to actively participate in ICAO and AFCAC activities that promote safety.

Consent to the development of a Strategic Plan for Supporting and Strengthening RSOOs in the AFI Region and an action Plan to implement this Declaration; and

Request ICAO through the AFI Plan and in collaboration with AFCAC and partners, to coordinate the funding of development and implementation of the Strategic Plan.

Done and adopted at Ezulwini, Kingdom of Swaziland, on this 24th day of March 2017.



**The Chairperson
Minister of Public Works and Transport,
Kingdom of Swaziland**