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WORKING PAPER

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Title: The Benefits of BAGAIA Assistance Missions to States in the AFI Region and Beyond

by

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EXECUTIVE SUMMARY

This working paper presents Reviews of the objectives/benefits of BAGAIA assistance missions to member states and the impacts/successes of AIG and other Aviation Safety Activities in such states.

It also considers the need for States to get more committed to AIG or subscribe to regional accident investigation agencies with attendance commitment to its obligations.

The establishment of the Regional Accident Investigation body such as BAGAIA is for the cooperation of Member States in the area of aircraft accidents and serious incidents investigations.

Action by the meeting is in Paragraph 3.

Strategic Objectives

- a. To reduce Operational Risk, BAGAIA in its Strategic goal will assist member states in the establishment of an Aircraft Accident Investigation Authority that is independent of the state aviation authorities and other entities that could interfere with the conduct or objectivity of an Investigation: BAGAIA also assists states in closing gaps in the findings of the ICAO Universal Safety Oversight Audit Programme (USOAP)
- b. The need to subscribe to a regional body like BAGAIA for the economy of scales where resources can be harnessed in achieving the predetermined business goals and objectives.



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Strategic Objective 1.1: Mission to States (Member State Visit)

Strategic Objective 1.2: Open Conversation

Strategic Objective 1.3: Engaging Stakeholders

Strategic Objective 5.2: Implementation of Activities Relating to AIG

References:

- ICAO Annex 13
- Doc 9946, Manual on Regional Accident and Incident Investigation Organization
- BAGAIA Strategic Work Plan
- BAGAIA Agreement

1.0 INTRODUCTION

1.1 BAGAIA as a Regional Accident Investigation Agency is created to ensure that all aircraft accidents and serious incidents occurring in Member States are investigated in strict compliance with the provisions of Annex 13 to the Chicago Convention.

1.2 BAGAIA was formed to enhance cooperation within the BAG Sub-Region and internationally, concerning the sharing of information on accidents and incidents. The motive behind this is to ensure that all aircraft accidents and incidents occurring in the Member States are investigated in strict compliance with the provisions of Annex 13 to the Chicago Convention through the provision of adequate resources

1.3 The Member States of the Banjul Accord Group are Cape Verde, Gambia, Ghana, Guinea, Liberia, Nigeria, and Sierra Leone. BAGAIA is mandated to enhance cooperation and collaboration among the member states concerning investigating aircraft accidents and serious incidents.

1.4 Member states under the Banjul Accord Accident Investigation Agency (BAGAIA) have in the last few years issued a total of 161 safety recommendations in a bid to improve safety. The states completed 58 investigations and 67 serious incidents with a total number of accidents investigated being 24, courtesy of Nigeria while for total serious incidents, Nigeria has 31, Ghana 16 while Cape Verde has 4.

1.5. For total safety recommendations, Nigeria has issued 154 while Cape Verde produced 7 with a safety bulletin also coming from Nigeria.

1.6 MEMBER STATES SHORTCOMING WITH REGARDS TO AIG:

1.6.1 The independence of the State's Investigation body requires the State to establish a new



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body within its state machinery, necessitating a highly skilled staff and, logically, a budget that ensures that the body can comply with the international standards and recommended practices set out in Annex 13 and related documents. Thus, the following are some of the challenges facing states in the creation of Independent AIA:

- Lack of the political will by the various stakeholders;
- Lengthy legislative process;
- Fear of “loss of job” by some civil servants;
- Lack of trained personnel in accident investigations;
- Civil Aviation Authority of most states sees it as a threat

1.7.0 BAGAIA AS REGIONAL ACCIDENT INVESTIGATION ORGANISATION (RAIO) IN THE BAG REGION:

As required in Doc.9946, BAGAIA was created as a Regional Accident Investigation Organization (RAIO) which could provide a solution for Member States within the **BAG Region** about their mandate in the area of AIG.

1.7.1 AGREEMENT OF BAGAIA ESTABLISHMENT

The agreement for the establishment of BAGAIA was developed and signed by the Ministers of Transport/Aviation of BAG Member States in Montreal on 30 June 2009 and witnessed by the Secretary General of ICAO, after coming together in 2004.

2. DISCUSSION

2.1 BAGAIA TECHNICAL ASSISTANCE MISSIONS TO MEMBER STATES IN THE REGION

(i) **Strategic 1.1: Mission to States:** BAGAIA made several visits to these states and engaged relevant government bodies in an open conversation on the need to have independent aircraft accidents and incident investigations authority. BAGAIA ensured continuous open dialogue between stakeholders and senior government management and explored new methods of achieving this by engaging the minister responsible for aviation/transport as the case may be in those respective states.

(ii) **Strategic Objective 1.2: Open Conversation:** Proactively, BAGAIA was able to communicate internally, using a variety of interactive tools, to deliver timely information to the Ministry responsible for Aviation or Transport as the case may be. BAGAIA liaised with these member states on the best way to obtain their Acts and legal framework in setting up the Aircraft Accident and Serious Incident Regulations and the



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operational procedures for the Accident and Incident Investigation Authority. One of the key elements in the Act will be funding of AIAs as it's a necessary tool for the authority to be an Independent Authority.

- (iii) **Strategic Objective 1.3: Engaging Stakeholders:** All necessary aviation stakeholders within the states were involved in this achievement.

2.2 ASSISTANCE MISSION VISIT TO STATES (e.g. SIERRA LEONE, NIGERIA and Namibia a non-member state)

Strategic Objective 5.2: Implementation of Activities Relating to AIG

- (i) BAGAIA made a virtual, and onsite mission to Sierra Leone to evaluate the implementation and review evidence with the Sierra Leone Aircraft Accident and Incident Investigation Bureau (SLAAIIB) before their ICAO USOAP Audit 2023.

The main Activities carried out by the BAGAIA Team during the assistance mission visit were:

- a. SL-AAIIB Relevant establishing documents were reviewed to remain in compliance with ICAO Recommendations.
 - b. PQs, CCs, and SAAQ concerning CEs were addressed.
 - c. BAGAIA left the Bureau with some assignments on some tasks to meet the requirements for the setup.
- (ii) BAGAIA in partnership with EASA under the EU-ASA Project helped the Nigerian Safety Investigation Bureau (NSIB) in the form of a Peer Review at the NSIB in Abuja, Nigeria. The Peer Review was geared towards preparing the NSIB for their 2023 ICAO USOAP Audit in terms of looking at their best practices checking/benchmarking ICAO/European standards and ensuring participation from other member states.
- (iii) BAGAIA also, in partnership with AFCAC rendered a technical assistance mission in preparation for the state ICAO-USOAP/CMA audit of the Namibia CAA in January 2024 as their audit was slated for March 2024. As such BAGAIA was more concerned with the AIG audit area in addressing the previous ROST mission of ICAO to the state. BAGAIA believes that this will further strengthen its relationship with the African states and energize the expansion drive of the agency.

2.3.0 THE IMPACT OF BAGAIA ASSISTANCE MISSIONS ON THE PERFORMANCE



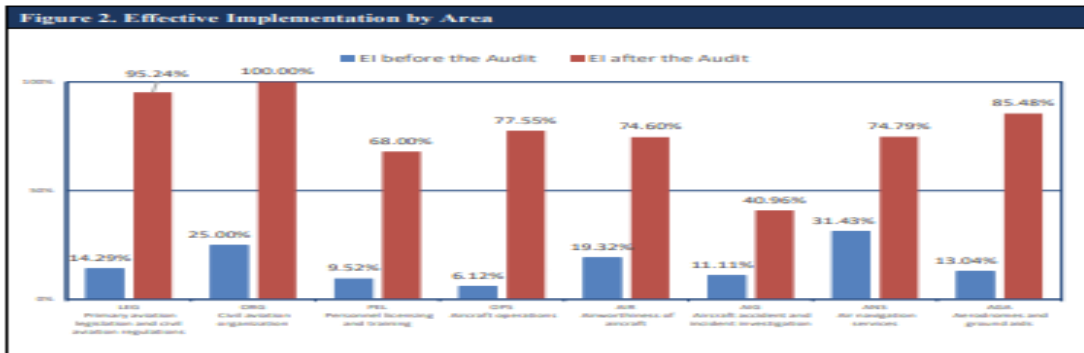
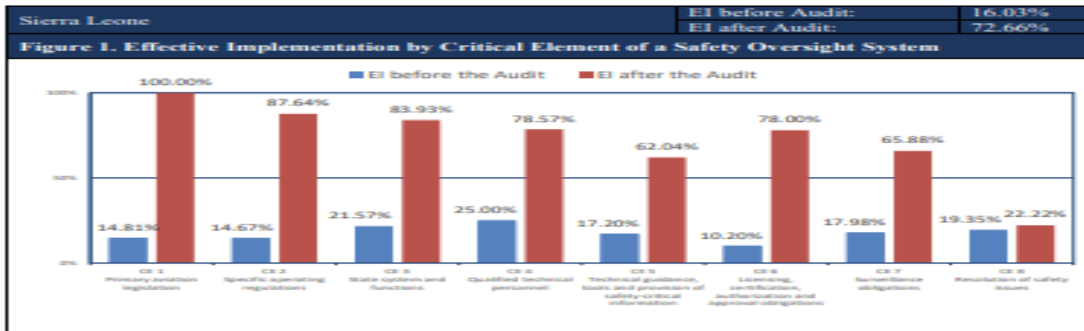
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OF SUCH STATES

2.3.1

- a. BAG Member States with established Accident Investigation now have the capability for investigation of civil aviation accidents and serious incidents by the highest standards and best practices established by ICAO.
- b. There is also improvement in aviation safety at the national, regional, and global levels.
- c. **Sierra Leone ICAO USOAP CMA AUDIT 2023:** This has also had a positive impact on the Effective Implementations (EIs) of states with regards to ICAO USOAP Audits of states. For example, The Mission to Sierra Leone was to assist the newly established Sierra Leone Aircraft Accident Investigation & Incident Bureau (SLAAIB) in preparation for their ICAO Audit, with a success story of Sierra Leone’s quantum leap of its Effective Implementations (EIs) in AIG from 11.11% to about 40.96% and overall, of the state from about 16.03% to 72.06% scores from the audit report.

Appendix 1 — Executive Summary



- d. **NIGERIA ICAO USOAP CMA AUDIT 2023:** As part of the preparation made before the ICAO Audit BAGAIA carried out a Peer Review, it was evident in the

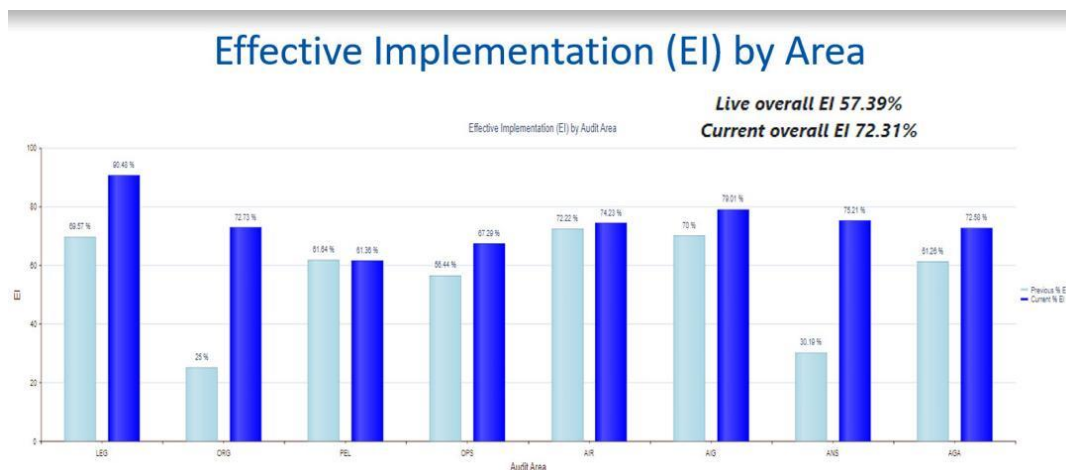


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result that NSIB improved in its Effective Implementation (EIs) during the 2023 ICAO USOAP Audit from 83.75% to 89.29%.



- e. **NAMIBIA ICAO USOAP CMA AUDIT 2024:** It was evident in the result that Namibia improved in its Effective Implementation (EIs) in AIG from 70% to about 79.01% and overall, of the state from 57.39% to 72.31% which is above the global average of 69.3%.





2.3 Challenges /Opportunities

2.3.1 The challenges we have experienced over the years can be summarized as follows:

- Yearly remittance of the Member States subscription
- Attendance to information shared among members
- Executing partners on resolutions reached at the BAGAIA Commission Meetings
- Technical Assistance to non-members states at times stalled due to financing mechanism of such missions
- No granting of access to ICAO-SafeFunds
- Etc.

While there are challenges there exist various opportunities to be listed as follows:

- Access to EU-ASA Project funds
- AFCAC cooperation and partnership
- MoCs
- Drive for memberships, etc.

3.0 Conclusion

3.1 The meeting is invited to

- Acknowledge the benefits of the BAGAIA assistance missions to states in the AFI Region and beyond as a Regional Accident Investigation Organization (RAIO) in meeting their obligations to ICAO concerning AIG.
- Member states are hereby encouraged to establish and institutionalize an Accident Investigation Authority (AIA) that is independent of the state aviation authorities and other entities that could interfere with the conduct or objectivity of aircraft accident and incident Investigation.
- Non-Member states are hereby encouraged to join Regional Accident Investigation Organization (RAIO) such as BAGAIA in meeting their obligations to ICAO concerning AIG.