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**EAST AFRICAN COMMUNITY
EAST AFRICAN LEGISLATIVE ASSEMBLY**

**REPORT OF THE COMMITTEE ON
COMMUNICATIONS, TRADE AND INVESTMENTS
ON OVERSIGHT WORKSHOP ON THE
EAC CIVIL AVIATION**

August 12th -13th, 2014: Entebbe, UGANDA

**Clerk's Chambers
3rd Floor, EALA Wing
EAC Headquarters
Arusha, TANZANIA**

August 2014

1.0 INTRODUCTION

The Committee on Communications, Trade and Investment (CTI) held a two day oversight Workshop from 10th to 12th August 2014 at Civil Aviation Safety and Security Oversight Agency (CASSOA) in Entebbe. The objectives of the workshop were to;

1. Examine the state of the EAC Civil Aviation in the EAC Integration dispensation;
2. Examine the role of CASSOA in the EAC Civil Aviation and Air Transport;
3. Identify opportunities and challenges involved in the EAC Civil Aviation Sector;
4. Come up with recommendations.

1.2 Methodology and the Structure of the workshop

The composition of the workshop participants was the Members of the Committee, staff of EALA and Management and staff of CASSOA and Management and staff Civil Aviation Authority (CAA) of Uganda. At this workshop, various papers were presented on different topics that fall within the mandate of the CTI Committee. Presentations and guided tours were made, plenary sessions were held while Salient issues were noted and recommendations made.

1.3 Opening Remarks

The Chairperson of CTI Committee officially opened the workshop. In her opening remarks she welcomed Members to Entebbe for this important workshop on capacity Building on the state of EAC Civil Aviation and Air Transport with particular emphasis on the activities of CASSOA and Uganda CAA. She said that this Committee is mandated to do oversight and legislate on the civil aviation matters as stipulated in Article 92 of the Treaty establishing the East African Community.

She further extended sincere appreciation and thanks to the Executive Director and the entire Management and staff of CASSOA for accepting to host and enhance the knowledge base of the Committee Members at this critical moment of the EAC aviation sector.

The Chairperson highlighted that the East African Community has reached at a critical stage of

integration; where the region should be realizing the benefits from Customs Union, Common Market and also preparing the implementation of the East African Monetary Union.

She appreciated the attempts so far made by CASSOA in the harmonization of Aviation policies to promote the development of safe, reliable, efficient and economically viable civil aviation with a view to developing appropriate infrastructure, skills and technology, as well as the role of aviation in support of other economic activities in the region.

However, she said that this sector is still experiencing serious challenges such as high tariffs in Air transport, compliance and conformity with security and safety International and National standards among others. The Chairperson therefore re-affirmed that the committee has a very important role to play in terms of legislation and oversight in order to contribute to the solutions in this sector as may be required.

She finally asserted that during this workshop Members of this committee anticipated to understand better challenges and opportunities in the EAC Aviation sector, how CASSOA and CAA Uganda have been able to facilitate the harmonization of the aviation policies, and the necessary steps that Partner States are taking to facilitate the establishment of the liberalization of air services and the efficient use of aircraft as steps towards the enhancement of air transportation within the Community.

2.0 SUMMARY OF PRESENTATIONS AT THE WORKSHOP

2.1 The EAC Region Civil Aviation System

Structures of aviation system vary in Partner States and system consists of various Stakeholders. These key stakeholders include; -the Government, the Regulator, the operator/ service provider such as Airport/ANS (Air Navigation Services) operators, Air operators, other service providers, Aviation meteorology and Travelling Public.

2.2 CASSOA Establishment

The Protocol for establishment of the Agency was signed on 18th April 2007, and the Summit of the Heads of State on 18th June 2007 established the Agency as a specialized

institution of the community responsible for the development of a safe and secure civil aviation in the region. It is established as an autonomous and self-accounting institution.

2.2.1 Objectives and functions of CASSOA

Articles 4 and 5 of the Protocol details the objectives and functions of the Agency and current mandate can be summarized as follows:

- i. Harmonizing operating Regulations to ensure that they meet the international standards and recommended practices;
- ii. Developing standardized procedures for licensing, approving, certificating and supervising civil aviation activities; and
- iii. Providing guidance, advice, support, forum and assistance to Partner States in meeting their safety and security oversight obligations under the Chicago Convention and its Annexes.

2.2.2 The Board.

The Board is the governing body of CASSOA and it is responsible for among others the following: -

- i. Governance of the Agency;
- ii. Establish offices or staff and propose staff terms and conditions of service;
- iii. Approve civil aviation safety and security regulations and Technical guidance materials and procedures;
- iv. Recommend to the Council the suitable candidate to be appointed as the Executive Director and appoint senior staff of the Agency and review their performance including that of the Executive Director;
- v. Approve the annual programme activities and budget estimates of income and expenditure for the Agency;
- vi. Approve the annual report of the activities of the Agency for submission to the Council.

The EAC Council of Ministers approves the final Program and schedule of activities and related budgets CASSOA.

The Board established three Technical Committees to support its functions and these include; Finance and Administration, Regulatory and Audit and Risk Technical Committee. The agency also operates through working groups comprising of Partner States technical experts that feed into the Technical committees.

2.3 Different Departments at CASSOA

Technical Department

2.3.1 The Flight Safety and Security (FSS) Division

The Flight Safety Division comprises the following Divisions: - Airworthiness, Flight Operations, and Personnel Licensing sections and each section deals with specific set of Regulations and Technical Guidance Materials.

2.3.1.1 The Flight Safety Regulations

The Flight Safety Division deals with following sets of Regulations:

- i. Aerial Work;
- ii. Aircraft Registration and Marking;
- iii. Airworthiness;
- iv. Approved Maintenance Organization;
- v. Air Operator Certification and Administration;
- vi. Approved Training Organization;
- vii. Commercial Air Transport Operations in and out of EAC;
- viii. Instruments and Equipment;
- ix. Operation of Aircraft;
- x. Parachute Operations;
- xi. Personnel Licensing;
- xii. Rules of the Air and Air traffic Control;
- xiii. Safety Management.

The FSS Division ensures the Regulations are up-to-date in compliance with ICAO Standards and Recommended Practices and EAC Stakeholders recommendations. The

Division carries out research to ensure the Model EAC Civil Aviation Regulations are in tandem with global best practises.

2.3.1.2 Technical Guidance Materials (TGMs)

The Flight Services Standards Division develops & updates the following Technical Guidance Materials;-

- i. Policies that provide high-level information and guidance to CAA Management.
- ii. Orders that provide information and guidance to the CAA inspectors on the implementation of Regulations.
- iii. Advisory Circulars that provide information and guidance to the operators and service providers on the compliance with the Regulations.
- iv. Manuals that provide detailed procedures and guidance to the regulators and service providers.
- v. Checklists and forms that are used by Civil Aviation Authority inspectors to document activities carried out.

The CASSOA Board approves the reviewed the Technical Guidance Materials after promulgation of Civil Aviation Regulations. This function is achieved through the product of the Flight Safety Standards Working Groups comprised of experts from the Region.

2.3.1.3 Technical Missions.

The Flight Safety Standards Division carries out technical missions to the EAC Partner States in order to: -

- i. Ascertain that the Partner States do implement the promulgated Civil Aviation Regulations;
- ii. Ascertain that the Civil Aviation Authority Inspectors and the Service providers use the developed Technical Guidance Materials appropriately;
- iii. Assist the Partner States in preparation for International Civil Aviation Organisation Audits;
- iv. Assist the Partner States in developing their post-audit corrective action plans;

- v. Assist the Partner States in closing their audit findings;
- vi. Ascertain the extent of use of developed Information Technology tools like the Safety Oversight Facilitated Integration Applications (SOFIA), East Africa Aviation Inspector Training System (EA-ITS), European Coordination Centre for Accident and Incident Reporting Systems (ECCAIRS), and EAC Aviation Examination System etc.

2.5 Finance and Human Resource and Administration Department

The CASSOA current establishment is supposed to have 18 staff as follows that is 1 Executive, 8 Technical (5 vacant) and 9 Administrative staff (2 vacant), 1 Consultant for the Centre for Aviation Medicine, Vacant positions are in Human Resource & Administration, Information Technology, Airworthiness, Flight Operations, Aviation Security, Aerodromes, Grounds and Aids and Air Navigation Services specialties. The Board with the exception of the Executive Director makes appointments of all Agency staff.

CASSOA's sources of funding include the contributions from the Partner States of 80%, funding from Development Partners of 15%, other income from the activities of the Agency equivalent to 5%, and any other sources as approved by the Council.

The Human resource and Administration section also handles issues of procurement and training.

Training coordination of staff and Partner State experts

This Department coordinates/conducts training to CASSOA Staff and Civil Aviation Authority inspectors on the following:

- i. Overview and implementation of EAC Regulations and Technical Guidance Materials.
- ii. Use of various tools like the Inspector Training Program, European Coordination Centre for Accident and Incident Reporting Systems, and Safety Oversight Facilitated Integration Application

- iii. Specialized courses such as Resolution of Safety Concerns, Surveillance, and Aircraft type courses.

2.6 Centres for Aviation Medicine Department

The Centre for Aviation Medicine was established to enable/assist EAC Partner States to conform to ICAO requirement as stipulated in the Annexes to the Chicago convention. It is currently hosted at CASSOA but it will be permanently hosted in Nairobi Kenya. Although there are ongoing hosting arrangement by the Republic of Kenya, there exists uncertainty in the time for the relocation of the Centre to Nairobi.

2.6.1 Functions of the Centre for Aviation Medicine

1. Verifying the training of Aviation Medical Examiners,
2. Review/evaluate regulations/policies/Standardized Technical Guidelines related to Aviation medicine,
3. Develop inputs and implement procedures and guidelines to be followed in sharing Regional Human resources for medical related activities, surveillance, audits and responding to requests for assistance on Aviation Medicine related matters.
4. Form a Specialists Appeal and Referral Board to investigate all appeals and be in charge of accredited medical conclusions.
5. Form partnership and contractual agreement with medical Specialists for purposes of obtaining accredited medical conclusions.
6. Develop a process for managing problematic use of substances and establish a link with a medical Professional expert in the field of addiction.
7. Contribution to the enhancement of resolution of safety concerns both at regional and National levels.

2.6.2 Centre for Aviation Medicine Progress Status

- i. The Medical Assessor and Office Management Assistant for the Centre for Aviation Medicine have already been engaged.

- ii. Technical missions to all the EAC Partner States to assess the status of aviation medicine and the level of compliance with regards to ICAO Standards have been undertaken.
- iii. Evaluation of compliance with recommended Practices related to Aviation Medicine have been performed. This was geared to development in the Centre in the formation of corrective Action Plan.
- iv. Centre for Aviation Medicine continues to make inputs to the joint Legal Drafters and Flight Safety and Security Working Group, to review flight safety standards Regulations, related to aviation medicine.
- v. Verifications of the available basic Centre Aviation Medicine requirement procured under RISP funding was done and equipment assembled at the Centre.
- vi. Recommendation to involve/include an Aviation Medicine Expert/s on the Human factors group during accident investigation was accepted and adopted by the meeting of EAC Heads of Aircraft Accidents and Incidents Investigation.

A meeting of regional Designated Medical Examiners and Medical Assessors has been convened for sensitization and discussion of emerging issues in aviation medicine whilst emphasizing the role of a Regional approach in solving aviation related issues.

Shortfalls noted by Centre of Aviation

In spite of the progress realized so far, shortfalls have been identified and noted during the Regional country missions. These include:

- a. Inadequate availability of qualified Medical Assessors as it is only Kenya and Uganda that have trained Assessors.
- b. There are difficulties in assessing the medical reports through physical Partner States visits, establishment of electronic data, assisting the Regional Partner States in meeting their safety oversight obligations related to Aviation Medicine under the Chicago Convention and its annexes.
- c. Lack of proper and current records of the numbers of active Flight Crew, Cabin Crew and Air Traffic Controllers from each Partner State.
- d. Lack of qualified number of Aviation Medical Examiners from Partner States



- e. Inadequate medical confidentiality.

2.7 Tools/ Instruments used at CASSOA

2.7.1 EAC Aviation Examination System

This is a computerized examination system established to examine and license Flight Crew, Flight Engineers, Aircraft Maintenance Engineers, Air Traffic Controllers and Flight Operations Officers.

The system is a web-based application, which is hosted at CASSOA; the databank can be accessed by examination centers located at each Partner State. It is currently populated with 4,667 Aircraft Maintenance Engineer License and 3,828 Flight Crew Licensing questions. This system offers the following advantages; -

- i. Realization of EAC common Licenses system and creation of a large pool of aviation experts within the Region.
- ii. Elimination of manipulation of examination results by invigilators.
- iii. High integrity of examination which minimizes/ eliminates cheating by candidates.

2.7.2 Safety Oversight Facilitated Integration Application (SOFIA)

This is a web-based application hosted at CASSOA on a dedicated Server hosted at CASSOA and it is used by the EAC Partner States via the web to process, and maintains the following information in the databank:

- i. Aircraft Operators in all EAC Partner States,
- ii. Aircraft Registers in each Partner State,
- iii. Licensed personnel in each Partner State
- iv. Aircraft and facility Inspections conducted in each Partner State.

2.7.3 European Coordination Centre for Accident and Incident Reporting Systems

(ECCAIRS). This is a computer-based application developed by Europe and recommended by ICAO to be used by Contracting States to record accident incident data. The Agency has installed the software in all EAC Partner States and facilitated user training for end the users.

2.8 Visit to Uganda CAA

During the visit to Uganda CAA the management of Uganda CAA highlighted the role, achievements and challenges of the Authority. A visit was also done to the Air Navigation services and Very Very Important People (VVIP) terminal facilities.

Key issues highlighted included:

- a) Successful continued provision of aviation services in regulatory, airport and ANS operation services
- b) Provision of Air Navigation aids and other required facilities for safe operation of Uganda air space.
- c) Provision of aviation security at airport facilities in Uganda
- d) Continuous provision of safety and security oversight
- e) ICAO Audit and preliminary outcome
- f) Provision of services and facilitation to VVIP traveling in and out of Uganda.



3.0 ACHIEVEMENTS

1. Harmonization of Civil Aviation Regulations and Technical Guidance Materials
2. Realization of Active Technical personnel sharing scheme,
3. Operationalization of EAC Aviation Examination System,
4. There is a harmonized process of State Safety Program and safety Management system implementation in place,
5. There is a harmonized safety oversight IT working tool called Safety Oversight Facilitated Integration Application (SOFIA),
6. There is unified forum for addressing Aviation deficiencies identified by CASSOA and through ICAO Audits;
7. Supported and assisted all Partner States in preparation for International Civil Aviation Organization Audits and in some states developing of corrective action plans,
8. Establishment and operationalization of Centre for Aviation Medicine,
9. Provided a forum for Heads of Aircraft accident and Incident investigation unit of EAC Partner States to discuss related matters.
10. Development of the EAC Aviation Inspector Training System (EA-AITS)

4.0 CHALLENGES FACING EAC CIVIL AVIATION

1. Inadequate numbers of technical personnel available to perform safety and security oversight facilitation in the region;
2. Unattractive terms and conditions of service offered by the East African Community to attract and retain qualified technical experts at CASSOA;
3. Lack of coverage of discipline of Aviation Security, Aerodromes and Ground Aids and Air Navigation Services;
4. Meager financial resources due to support the Agency planned activities and budget estimates owing to lack of sustainable funding mechanism;
5. Weak organizational structures due to limited personnel especially in technical department;
6. Limited mandate of CASSOA;
7. Delayed promulgation of approved Civil Aviation Regulations by Partner States;
8. Inconsistent Governance Instruments provisions such as Protocols, Acts and the Treaty in the EAC;
9. Delayed completion of hosting arrangement for the Centre of Aviation Medicine;
10. Lack of qualified personnel to perform functions of Aviation Medicine assessment at Partner States level.

5.0 OBSERVATIONS.

1. High Air transport fares exhibited in the EAC Region;
2. High Cost of implementing the EAC Aviation Examination System;
3. ICAO carried an Audit on the Republic of Uganda, but the unfortunate withdraw of Air Operator Certificates of Uganda operators for International operations which will require recertification is of great regional concern;
4. The re-certification process of Air Uganda is already in the advanced phases of fulfilling the safety standards so that the certificate can be re-issued;
5. There are efforts to control Ebola disease at Entebbe Airport, and it was found out that various stakeholders have been sensitized on how to identify and ascertain where arriving passengers have been in the last 21 days. For this reason, Ministry



of Health officials are represented at the Airport and all required preventive measures have been put in place;

6. The Committee also observed that a modern security and Bomb Detector test Kit had been secured by CASSOA to ensure high level of security training for security personnel at the Airports in the EAC Region.



6.0 RECOMMENDATIONS

1. CASSOA should be allowed to evolve into a self-reliant Regional safety Oversight organisation to which the Partner States Civil Aviation Authorities may delegate part of their functions to support their efforts towards meeting State obligations and execution of other responsibilities.
2. Support Implementation of the common market Protocol through common regulations and licensing process that allows freedom of movement of personnel.
3. Establishment of a sustainable funding mechanism acceptable and supported by all Partner States should be given precedence.
4. The Liberalisation of EAC air services and establishment of the Unified EAC Upper Flight Information Region programs should be completed and implemented as priority.
5. CASSOA should ensure that the Common personnel licensing system based on EAC Examination System and harmonised Aviation Medicine standards and oversight is expeditiously implemented and put in full operation.
6. Recruitment of technical staff to cover Air Navigation Services, Aerodromes and Grams Aids and Aviation security should be done for effective functioning of the Agency.
7. Partner States to support Medical institutions in the region to include Aviation Medicine courses in their Curricula.
8. East African Civil Aviation Academy in Soroti Uganda should be fast tracked to be regained as an institution of the East African Community and be supported to train a mass of Aviation qualified personnel in the region.





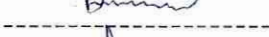

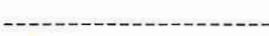







9. Partner States should support establishment and financing of National Airlines that will promote and enhance competition to curb down monopoly by private Airlines that has resulted in high airfares in the region.
10. The efforts towards combating communicable diseases such as Ebola should be given deserved support by all stakeholders including the CAA and CASSOA.

7.0 ACKNOWLEDGEMENTS

1. The committee appreciates most sincerely the Management and Staff of CASSOA and CAA Uganda for sparing their precious time, support and cooperation throughout the activity period.
2. Special thanks go to EALA management for mobilizing resources and all logistical arrangements to make this activity a reality.
3. The Committee is most grateful to AWEPA's continuous support and cooperation to EALA and particularly the CTI Committee in enhancing the EAC Integration.

**MEMBERS OF THE COMMITTEE ON COMMUNICATIONS, TRADE
AND INVESTMENT**
(Report of Oversight Workshop on the EAC Civil Aviation)

August 12th – 13th, 2014, Entebbe, UGANDA

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