FlagPort WACAF Project
Progress Report

EU GRANT CONTRACT NO. 2013/333-213

Support to Flag State Implementation and Port State Control in Africa (west and central)

DECEMBER 2014 – MAY 2015
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1. INTRODUCTION

This document is the second periodic 6-months progress report for the FlagPort WACAF Project covering the period from 25 November 2014 to 25 May 2015. The report was prepared by the International Maritime Organization (IMO) as beneficiary and Implementing Partner in accordance with the Terms of reference and the General Conditions of the Grant Contract No. 2013/333-213: Support to Flag State Implementation and Port State Control in Africa. The contract was entered into with the Secretariat of the Africa, Caribbean and Pacific Group of States (ACP) as the Contracting Authority and funded by the European Union (EU).

This report presents the progress, planned approach for implementation and actions taken since the 2nd Steering Committee meeting. The report also contains a summary of the activities accomplished to date. In addition, the report addresses national/regional/continental specific issues, such as draft regulatory changes, challenges encountered, planned activities, remaining obstacles and additional support requested to ensure the development and implementation of the project.

2. PROJECT OBJECTIVES SUMMARY

The FlagPort WACAF project aims at ensuring compliance with IMO instruments within the beneficiary countries and by extension, the region, with a view to upgrading the relevant maritime administrations and prepare the countries for the mandatory IMO audit scheme, enhance safety and security of ships, improve port efficiency, protection of the marine environment from ship-source pollution, and improvement of the working and living conditions of personnel on board ships. The project is also intended to address the challenge of shipping safety by enhancing FSI and PSC performance of the maritime administrations in west and central Africa.

While focusing on the identification of the exact needs of maritime administrations to perform their flag State responsibilities, the project aims at ensuring effective and uniform implementation of the relevant international conventions and rules. It will also improve the effectiveness of the Abuja Memorandum of Understanding (Abuja MoU) on PSC, as well as enhancing the skills of ship inspectors. Coordinating partners in the project include: ECOWAS, ECCAS, MOWCA, PMAWCA, as well as with the Regional Maritime Universities (RMUs), in Ghana, and Cote d’Ivoire respectively.

The key objective of the project is the achievement of Africa’s economic growth, connectivity and the promotion of regional integration. Other objectives include:

- Enabling landlocked countries to access maritime transport in order to trade;
- Assisting Least Developed Countries to export their agricultural goods and import machinery;
- Raising awareness of environmental protection due to increasing oil and gas exploration on the African continent, with countries participating in VIMSAS, the SOLAS Convention’s audit programme, and MARPOL;
- Ensuring Maritime Administrations comply with the IMO Code for the implementation of mandatory IMO instruments;

- Strengthening flag State capabilities of beneficiary countries by improving accident investigation and PSC inspection techniques and increasing the number of skilled PSC surveyors;

- Strengthening, restructuring and increasing the capacity of Maritime Administrations as, while national legislation may comply with IMO safety conventions, the implementation of regulations is poor and unstructured; and

- Subjecting WACAF countries’ fleets to the enforcement of an appropriate maritime legislative framework in the areas of safety, security and the marine environment in order that sustainable development and poverty alleviation may be achieved.

The following 19 countries in west and central Africa have been targeted as the immediate beneficiaries of the project. They include: Angola, Benin, Cameroon, Cape Verde, Congo, Côte d’Ivoire, Democratic Republic of Congo, Gabon, The Gambia, Ghana, Guinea, Guinea-Bissau, Liberia, Mauritania, Nigeria, Sao Tome and Principe, Senegal, Sierra Leone and Togo. The initial focus had been on five-identified ports and maritime administrations; however the ultimate goal is to ensure that the activities are implemented within the contract period, in all 19 beneficiary countries.
Expected results

It is expected that by the end of the project, the following results would have been achieved:

Flag State Performance

- Maritime Administrations comply with IMO Code for the implementation of mandatory IMO instruments
- Countries Volunteer for IMO Audit
- Agreement with Recognized Organizations established
- Accident investigation and fulfilment of IMO obligations improved.

Port State Control Performance

- Improved PSC inspections and regular follow-up of detentions and surveys
- Input from countries for Abuja MoU Committee provided
- Improved dissemination and compilation of inspection and detention results
- Basis for qualitative inspections provided
- Comprehensive training programmes for surveyors developed
- Number of skilled surveyors increased.

It is expected that, during the course of the Project, there will be an increase in ratification of the main safety and pollution prevention conventions and protocols by the beneficiary countries.

3. OUTCOME OF THE 2nd STEERING COMMITTEE MEETING (SC)

At the 2nd SC meeting, which was held in Brussels from 26 to 27 November 2014, IMO shared its report of successfully delivering activities in 5 earmarked countries in the region, thereby meeting its set target on delivery, as agreed at the 1st SC meeting. The beneficiary countries are: Angola, Benin, Nigeria, Sierra Leone and Togo. Activities covered needs assessment missions on the status of the flag State implementation, port State control and maritime legislation review. National seminars also took place in the five beneficiary countries to discuss the findings of the various needs assessment missions, where the technical experts shared relevant recommendations for action.

It was mentioned that, while the 2nd SC meeting was in session at the time, a regional workshop on Marine casualty and incident Investigation was taking place at the Regional Maritime University in Accra, Ghana. It then meant that FlagPort WACAF Project exceeded its initial target by being able to implement at that time, a regional activity in addition to the five national activities.
The SC was also informed about the strategy adopted by FlagPort WACAF project to maximise the use of available limited funds. Such strategy included the implementation of back-to-back activities in some countries with close proximity. The FlagPort WACAF team stated that such strategy would be adopted in further activities where and whenever possible.

The presentation also highlighted a number of challenges encountered during the six months period. The major challenge was the Ebola incidence in the target region which nearly derailed the project’s implementation. However, the project managed to surmount the challenges. An additional challenge was bureaucracy and red-tape on the part of some beneficiary countries’ internal administrative procedures.

The EC and the ACP recognised that the dramatic Ebola outbreak in west and central Africa was one of the major challenges for the implementation of scheduled activities. An assessment of related delays to the activities implementation was planned to take place, in order to see the possibilities of rescheduling the activities and the likelihood of extending the programme duration.

IMO renewed its commitment to work in close cooperation and collaboration with the other two Implementing Partners as part of the ACP Programme to support the maritime transport sector in Africa:

The issue of raising awareness on the importance of the maritime part for decision and policy makers in the region was reiterated, noting that there must be political will for maritime issues to be driven forward, such as the importance of the ratification of relevant IMO Conventions.

**Picture 1**: 2\(^{nd}\) SC meeting, ACP Secretariat, Brussels
4. IMPLEMENTATION STRATEGY

One of the main objective of the project is to strengthen the flag State capabilities of the participating countries for:

- The setting up and/or enhancement of existing maritime administrations to implement and enforce relevant IMO conventions, recommendations, codes and guidelines.

- Enhancement of their administrative and technical resources and the legal framework necessary to effectively implement the above instruments.

- Improvement of safety management systems and skills of personnel.

- Enhancement of the working and effectiveness of the Abuja MoU on PSC.

The above outputs are expected to be achieved through the delivery of a number of national and regional technical activities, focusing on sustained capacity-building efforts through the training of relevant stakeholders and raising-awareness of the issue and management options within key sectors.

The activities are planned as follows:

- Activity 1 - Needs Assessment missions (19 national)
- Activity 2 - Maritime Legislation Review (19 national)
- Activity 3 - Strengthening of the port State control regime (Regional)
- Activity 4 - Training on flag State implementation (Regional)
- Activity 5 - Training of port State control officers (Regional)
- Activity 6 - Training on marine casualty investigation (Regional)
- Activity 7 – Training of non-Convention ship inspectors (5 national trainings)

As outlined in the 1st Progress Report (25 May – 25 November 2015), during the first six months of implementation of the FlagPort WACAF Project, IMO delivered national FSI needs assessment missions and seminars (Activity 1), and maritime legislation reviews (Activity 2) covering five countries, in conformity with the objectives set out and agreed during the 1st SC Meeting. The activities were implemented in Angola, Benin, Nigeria, Sierra Leone, and Togo.

During Year 2 of the project, FSI needs assessment and maritime legislation review are planned to take place in the remaining 15 beneficiary countries.

The calendar of activities below shows the schedule for implementation as planned by the project team, including planned and completed activities for this reporting period.
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<th>No</th>
<th>Activity 1 &amp; 2: FSI NEEDS ASSESSMENT + MARTIME LEGISLATION REVIEW</th>
<th>Country</th>
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FlagPort WACAF - Calendar of activities 2015

- **Critical Path**: Red
- **In progress**: Yellow
- **Implemented**: Green
- **Postponed to 2016**: Light blue
- **Cancelled**: Black
5. PROJECT PROGRESS TO DATE (25 November 2015 to 25 May 2015)

This section of the progress report highlights the actions, arrangements and implementation of various activities since the 2nd SC meeting.

Our approach during the second six months period was basically the same as the previous year’s implementation. At the national level, the focus was set on needs assessments and capacity building activities which addressed the maritime administrations of Guinea Bissau, Liberia, and The Gambia. The beneficiary countries were selected according to the established criteria as contained in the Contract and additional criteria as discussed and agreed with the Secretariat of the Abuja MoU as the main Stakeholder in the Project for the region.

Inspite of the challenges due to bureaucratic red-tape on the part of the recipient countries, coupled with the travel challenges to a number of several countries in the region due to the Ebola outbreak, IMO was still able to successfully implement the envisaged needs assessment missions and maritime legislation review (Activity 1 & 2), as well as national trainings on domestic vessels and non-Conventions ships in Guinea Bissau and The Gambia. Two national training on safety of domestic ferries and non-Convention ships (Activity 7) were also conducted in The Gambia and Guinea Bissau, aimed at building the necessary capacity for the maritime administrators in implementing safety regulations for domestic ferries and small vessels in order to enhance maritime safety and reduce loss of life at sea.

The activities were organised concurrently and back-to-back where possible, in order to optimize the utilisation of the funds and overcome budgetary constraints. However, the activities scheduled for Liberia could not take place due to the unwillingness of identified consultants to travel to the country in the light of the Ebola challenge.

At the regional level, training on marine casualties’ investigation (Activity 6) took place in Accra, Ghana, from 24 November 2014 to 5 December 2014. It was the first regional event of the FlagPort WACAF Project aimed at contributing to the achievement of uniform implementation of IMO instruments in the region. As funds budgeted for this activity were not deemed sufficient, the balance available from the national activities already delivered were transferred to the original budget to ensure that the regional activity was implemented as planned.

A training workshop on flag state implementation (Activity 4) took place in Accra, Ghana, from 18 to 22 May 2015, targeting Anglophone and Lusophone countries, designed on the basis of the recommendations as proposed by the consultants after their needs assessment missions.

During the reporting period, the FlagPort WACAF team, commenced initial negotiations with the potential beneficiary countries towards the implementation of Activity 1 and Activity 7, and the following schedule was agreed: in Sao Tome and Principe (1-5 June 2015), Cape Verde (15-19 June 2015), Senegal (27-31 July 2015) and Mauritania (20-24 July 2015). The Project Manager of FlagPort WACAF participated at the regional FSI workshop held in Accra, Ghana. The impact of the presence of Project’s manager raised the profile of the Project and as well increased the EU/ACP partnership and assistance.
to Africa. It was therefore realised that the FlagPort WACAF team should endeavour to participate at most missions and activities whenever possible, funds permitting.

A summary detaining findings and recommendations for each completed activity follows below.

6. GUINEA BISSAU – Activity 1, 2, 7

A needs assessment mission on flag State Implementation and maritime legislation review followed by a national training workshop on non-Convention ship inspectors, were organized between 9 and 20 March 2015 in Bissau, Guinea Bissau.

The mission consisted of a team of three experts, Capt. Antonio Moreira and Mr. José Maciel, experts on Maritime Safety Administration (Lead Consultant), and Mrs. Catarina Arenga, Maritime Legislation expert. A forth expert, Mr. Antonio Coelho, who agreed to conduct the FSI needs assessment was unable to travel to Guinea Bissau due to health challenges. In his place, Mr. Moreira agreed to conduct the FSI needs assessment which was successful.

**Outputs: summary of the findings and recommendations from the FSI needs assessment and maritime legislation review (Activity 1 & 2)**

It was observed that the Instituto Marítimo-Portuário (IMP) deals with most of the responsibilities related to flag, port and coastal State functions.

The organization was established recently. It is managed at the highest level by a three persons Administrative Board – a President and two Board Members. The structure features an Advisory Council, a Legal Cabinet and several Directorates. These are divided into departments, which in turn are sub-divided into Services units as necessary, to cover the tasks assigned.

One of the Directorates – Captaincy of the Ports’ Services – deals with all the operational maritime related functions concerning registry, surveys and inspections of ships, seafarers’ services, SAR and marine environmental protection. It also supervises 18 “Maritime Delegacies”. The “Maritime Delegates” register, survey and inspect vessels locally.

Currently, both the President and one of the Board members have maritime background as well as the Captaincy of the Ports’ Services Director (former deck officers). The other technical persons with maritime background in the organization are; one naval architect, two deck officers and one “marine engines’ technician” – are included in the staff of the Survey and Maritime Safety Department, within the Captaincy of the Ports’ Services Directorate.

The “maritime delegates” responsible for the “maritime delegacies” are practical persons without specific maritime training.
The IMP Legal Cabinet includes a Regulation Department for matters related to the national maritime legislation. However, there is no capacity (human resources) in the organization to develop the maritime legislation and technical regulations required for the adequate functioning of the maritime administration.

The conclusion is that although IMP employs a relatively large number of staff, human resources with technical expertise are inadequate.

Another body has also been recently set up – the “Coastal Brigade” – within the National Guard, the national police force, assigned with the prevention and sanctioning of illicit coastal activities. Its functions, under the scope of a maritime police, include control of fishing activities, customs and visits to ships for clearance purposes. At request, it cooperates with IMP to enforce maritime safety policies and to give assistance to casualties.

Casualty’s investigations are not being carried out systematically and with the single purpose of improving maritime safety. They are carried out to essentially assign responsibilities and possibly apply sanctions. However, the authorities may act upon the information to alter policies or regulatory measures. That was the case of the last casualty involving a pirogue (36 persons lost their lives) on the wake of which the Council of Ministers issued an Order with additional safety requirements and control measures for the operation of pirogues.

Guinea-Bissau administration has no agreements with Recognized Organizations and does not use non-governmental agencies to carry out statutory functions. Taking in consideration the current national fleet, this might not be considered a priority matter.

There are no facilities in Guinea-Bissau for the training of seafarers. A few have been trained abroad otherwise they are in general practical persons. This obviously might have an impact in the safe operation of the vessels and reduces the availability of persons with adequate maritime expertise for possible hiring by the maritime administration.

Guinea-Bissau does not carry out Port State Control and is not yet a full member of the existing regional memorandum – Abuja MoU – keeping only a status as observer.

In fact, Guinea-Bissau is not part yet to any of the Abuja MoU relevant instruments (IMO/ILO conventions). Concerning the matter of the ratification of conventions, information was conveyed and confirmed by several responsible persons of the Administration that four conventions – SOLAS, MARPOL, STCW and SAR – were already ratified and the respective instruments were in hands of the foreign Affairs Ministry for deposition at IMO.

The national fleet does not include “SOLAS” ships and consists of:

- 4 fishing vessels of length above 24 m;
- 3 ferries in domestic trade (one not operational for a long time); and
- 300 wooden pirogues (an overall estimated number).

Pirogues cover most of the internal maritime transportation needs of cargo and persons in the country but most of them are engaged in fishing. However, in remote areas these
also do transportation of persons and cargo, which should be illegal in accordance with the national legislation but lack of alternatives makes that indispensable.

Guinea-Bissau existing maritime legislation requires registry, surveys and seaworthiness certificates for all vessels. However, it does not include any specific technical requirements for their construction, maintenance and equipment.

The exception is the above mentioned Ministers Council Order that has established some requirements for the pirogues and its operation, such as two motors, lifejackets donned by all on board, additional surveys, a nominal list of passengers and a “voyage license” issued by the maritime delegates after a pre-departure inspection to verify these requirements and to confirm the acceptable condition of the pirogue. In case of unfavourable weather conditions the navigation of the pirogues may also be restricted or suspended.

Ships’ surveys and inspections are carried out by the Survey and Maritime Safety Department inspectors. The “maritime delegates” carry out initial and periodical surveys to the pirogues, as well as pre-departure inspections mentioned above.

On the visit to the ferry “BARIA”, to conduct the workshop practical survey training, it was verified that the vessel had no valid certificates, including the required seaworthiness certificate. The IMP inspectors, participants in the training, confirmed that they have never surveyed this and the other ferry currently in operation.

ISM Code is not implemented on Guinea-Bissau flagged vessels. The same applies to the implementation of the ISPS code requirements to ports or to ships. This means, it will be needed to train persons, both from the Administration and from ports and companies, when these codes are to be implemented.

In terms of model, the Guinea-Bissau maritime administration is very simple and potentially functional. There is a body – IMP – tasked with carrying out all the relevant operational functions – flag, port and coastal – and with proposing technical regulations and advising the Government on maritime policies. At enforcing those policies, IMP has the cooperation of another body – the “Coastal Brigade”. In SAR operations, the IMP coordinates operations and requests, as necessary, cooperation of the Coastal Brigade and possibly of the Navy. However, there is a need to increase the number of technical persons with adequate background.

Nevertheless, those persons will need training in most of the aspects related with the duties they will perform, such as surveying, issue of safety certification, PSC inspections, ISPS code and its implementation to ports and ships, ISM code, casualty investigation, etc.

The conclusion is that the model of the maritime administration is adequate, however, some adjustments in its internal structure are required in order to undertake the additional tasks that the ratification of international conventions, the adherence to the regional MoU on PSC and a possible growing of the national fleet, will bring to the maritime administration.
Both IMP and the Coastal Brigade have stations along the coast allowing reasonable coverage to implement and enforce the maritime policies locally and to provide services to the navigation and seafarers.

The ratification of conventions requires that the Government subjects it to the Parliament’s approval, while procedural and technical legislation is normally only approved by the Government. The President of the Republic ratifies and approves for publication in the Official Journal and all the national laws.

The maritime administration model adopted by Guinea-Bissau is adequate providing for clear assignment of responsibilities and for easy cooperation and coordination inter-agencies. It is foreseen that IMP will need to make adjustments to its internal structure to adapt to additional obligations deriving from new adopted technical regulations, the ratification of conventions and a possible increase of the fleet.

At the moment Guinea-Bissau has no SOLAS ships under its flag. Therefore, recommendations for improving the performance of the Maritime Administration at short term should bear in mind to have in mind the non-SOLAS existing fleet. Relevant recommendations have already been suggested.

Under the theme of maritime legislation, the need for the ratification of the international conventions was also stressed, as well as the external technical assistance needed to draft the necessary national maritime legislation and to train national legal experts for, in the future, to keep that legislation updated. Here it should be added the ratification as well of the liability and compensation conventions, such CLC, FUND and BUNKERS.

At the same time that the IMO instruments are ratified and domesticated, Guinea-Bissau should evolve to full membership to the ABUJA MoU on PSC and start participating in this PSC regime efforts to control ships in the region.

Guinea-Bissau could also gain from international and regional cooperation in areas such search and rescue, hydrographic services, meteorological services and response to pollution incidents (adoption of OPRC convention would be relevant).

Lastly, it should be pointed out that Guinea-Bissau maritime administration insufficiencies are not only in the areas of the maritime legislation and human resources.

Means and equipment are also lacking to provide for the services mentioned above, for enforcement interventions as well as for adequate response capacity to casualties and marine incidents and even to equip surveyors with personal protective gear.

Activity 7 - National workshop on safety of domestic ferries and non-Convention ships, 16-20 March 2015

The objective of this assignment was to enhance the capacity of Guinea Bissau to ensure the safety of the national non-SOLAS ships by conducting a workshop to introduce the existing GlobalRegs to the IMP and other relevant organisations officials and experts, by reporting on the fleet, operation and relevant regulatory policies and by identifying
improvements to the existing regulatory measures with a view to reducing the number of accidents and incidents involving those ships.

The workshop included both class-room presentations and on-the-job practical training on the survey of a passenger ferry based on the relevant regulations included in the GlobalRegs, was attended by and 19 participants, mainly from IMAP.

The opening ceremony was chaired by Mr. Fernando Lacerda, Secretary-General from the Secretary of State for Transport and Communications. At the table was also Capt. Jocias Teixeira, member of the IMP Administrative Board, and the consultants. All the workshop participants and other IMP officials attended with local media representatives also present (Picture 1).

![Opening ceremony of the national workshop on safety of domestic ferries and non-Convention ships, Bissau, Guinea Bissau](image1)

**Picture 2:** Opening ceremony of the national workshop on safety of domestic ferries and non-Convention ships, Bissau, Guinea Bissau

The first two days were spent in the class room with presentations conducted by both consultants. The participants animated the discussions with opinions and many questions and showing great interest on the subjects of the lectures.

The practical training took place on the 3rd day on a passenger ferry, berthed at Bissau port – m/v “BARIA” – the biggest operating in the country. The transportation and access to the vessel was organised by the host, using cars and a mini bus.

The survey was conducted on the basis of a checklist, based on the one included in the GlobalRegs documentation package, previously translated by the lead consultant into Portuguese.

The participants, mostly the IMP technical personnel, including the ship’s chief officer, took great interest on the survey methodology and details of findings suggested by the consultants and took careful notes in their copies of the checklist.
The consultants provided the participants with survey reporting forms, whose templates they left in an electronic format for possible adaptation and use by the IMP inspectors. Each group completed a report from the notes taken during the survey and the consultants were surprised by the number and by the general correctness of the findings details showing that the participants have been very attentive to the consultants’ explanations on board and have taken careful notes.

The closing ceremony was chaired by the IMP President of the Board, who expressed his satisfaction, on behalf of the host authority, for the successful workshop and to thank IMO for providing this training opportunity, the lecturers and the participants for their involvement. He elaborated on the Guinea-Bissau administration general needs and difficulties but also on the Government strong motivation to improve maritime safety in the country and gave some examples of steps already taken recently towards that goal. He also underlined the importance of activities, such as this IMO mission, to assist the country to deal with a part of its difficulties – training of personnel to take over the duties related with implementation of maritime safety policies and regulations.

7. THE GAMBIA - Activity 1, 2, 7

A needs assessment mission on flag State Implementation and maritime legislation review followed by a national training on non-Convention ship inspectors, were organized between 9 and 20 March 2015 in Banjul, The Gambia.

Mr. Alex Buabeng, expert on maritime legislation (Lead Consultant) and Capt. Ade Olopoenia, expert on Maritime Safety Administration, conducted the FSI needs assessment (Activity 1) and the Maritime Legislation Review (Activity 2). The mission was coordinated by Capt. Dallas Laryea, IMO Regional Co-ordinator for west and central (Anglophone) and Mara Luciano member of the FlagPort WACAF team.

Mr. Henri Pinon and Capt. Babacar Diop, experts on Maritime Safety Administration, conducted the national workshop on the safety of domestic vessels and non-Convention ships.

**Activity 1 & 2 - Summary of the findings and recommendations from the FSI needs assessment and maritime legislation review**

The main objective of this mission was to assist The Gambia Maritime Administration in upgrading its maritime administration in order to perform its various obligations and responsibilities under those IMO Instruments that The Gambia had ratified or acceded to and to prepare The Gambia Maritime Administration for the mandatory IMO Member State Audit Scheme (IMSAS).

The aim and objectives of the Needs Assessment Mission were mainly to assess, review, analyse, identify any gaps and make recommendations in the present maritime national legislation, the existing Gambia Maritime Administration structure including its performance and other various flag state obligations and responsibilities which The Gambia has under the IMO Instruments that The Gambia is a party to.
The Gambia Maritime Administration (herein after referred to as “GMA”) has not yet developed any strategy covering its organizational structure, future capacity building, training requirements and other different responsibilities, policies and methodologies to effectively implement and enforce its various obligations and responsibilities under the IMO mandatory instruments. In effect, the GMA has institutional defects.

It was succinctly explained that GMA must embark upon strong capacity building. Initially, the GMA must beef up its technical staff by recruiting young graduates who can be trained to acquire their Certificates of Competency in the appropriate fields.

The Gambia does not have any Convention vessel on its register at the moment and no officer in charge as Registrar of Ships. The Consultants were informed that the only Convention vessel previously on the register was sold and de-registered accordingly. As a result, the Register is only populated with inland water crafts, fishing boats and the ferries operated by the Gambia Ports Authority. It was noted that the registration process for the non-convention vessels consisted of only the entry of names without proper documentation. The Gambia was advised to put a structure and documented procedures in place for the registration of ships and seafarers.

Concerning passenger pirogues, the inland waterway Regulations are not fully adequate. Without necessarily setting up specific regulations, it would be feasible to formalize on a case by case basis the observed good practice related to loading and stability information and related instructions on board.

In the absence of any convention ship on the register of The Gambia, survey and certification duties are limited to the inland water vessels using the survey guidelines and checklists prepared during the 2009/2010 IMO mission undertaken by the Consultants.

It was however noted that due to the fact that the Merchant Shipping Act 2013, Marine Pollution Act 2013 and the 25 Merchant Shipping Regulations have just been printed, Surveyors are not quite au fait with the provisions of the Acts and the Regulations and appropriate recommendation will be made in this regard.

The Gambia is a member of the Abuja MOU on PSC and has benefitted from Regional IMO PSC training. The Consultants were informed that PSC inspections are conducted but the numbers are limited due to the fact that most of the vessels calling at the port of Banjul would have undergone PSC inspections in other countries which are signatories to the Abuja MOU within the window period of six months. There is existing procedures for reporting to the Abuja MOU Secretariat, Flag States and Recognised Organizations (ROs).

As one of the GMA surveyors had recently attended the regional Casualty Investigation Workshop in Ghana organized by IMO under the framework of the FlagPort WACAF project, the GMA was advised to dedicate an officer to the unit in the proposed organogram to handle Casualty Investigation matters.

The Gambia does not have a Maritime Training Institution. In the past, most of Gambian seafarers obtain their education and certification from Europe. Lately, prospective seafarers attend the Regional Maritime University, Ghana, but this is limited to the officer
cadre. With regard to ratings and those operating on inland waters, they do not undergo any formal training.

Under the circumstances, the GMA does not conduct examination for certificates of competency for Gambian seafarers. The Consultants were informed that there are plans in the pipeline to establish a maritime training institute following the submission of a report on the subject. The GMA was encouraged to conclude the arrangements as soon as possible and initiate the STCW “White List” process. When these actions are taken, the issues relating to mandatory training, examination and certification of seafarers, recognition and endorsements of certificates will be addressed.

The ferries operated by the GPA play very important socio-economic role in The Gambia as they are the primary means of transportation within the country and neighbouring Senegal. With the enactment of the MSA 2013, Marine Pollution Act 2013 and 25 Merchant Shipping Regulations, the GMA was encouraged to commence with the implementation and enforcement of its duties by ensuring that the ferries are surveyed and issued with the appropriate survey certification upon meeting the survey requirements. In addition, crew competencies should meet safe manning levels issued by the GMA.

The Consultants observed good working relationship with other state Agencies such as The Gambia Ports Authority, Gambia Navy, Ministry of Justice and Fisheries Department who were all present during the National Seminar. In spite of this observation, the GMA has not entered into formal agreements with these Agencies in the performance of some of its obligations under the mandatory IMO instruments. The GMA was advised to do so. It is pertinent to observe that the GMA has completed the Country’s Maritime Profile and had submitted same to IMO.

With regard to the National Seminar the aims and objectives were mainly to provide the participants with detailed information on the latest IMO work on flag state implementation including the III Code and the Framework and Procedures for the mandatory IMO Member State Audit Scheme (IMSAS) and the ILO Maritime Labour Convention of 2006, the European Union maritime legislation and proposals for new administrative structure and updating of subsidiary legislation and possible technical assistance in the various fields identified during the mission.

It cannot be gainsaid that the mission was an unparalleled success. The ground swell of opinion among the participants for the seminar was that the seminar was very informative but the burden is on the GMA to ensure that the recommendations of this mission are implemented to the letter to ensure that the country is ready to undergo the IMSAS audit at the appropriate time.
Activity 7 - National workshop on safety of domestic ferries and non-Convention ships, 16-20 March 2015

The objective of the training course was to enhance the capacity of the Gambia to strengthen the implementation of regulatory measures put in place safety measures to reduce the number of accidents relating to non-Convention ships, including ferries and fishing vessels, which result in frequent accidents and loss of life.

As there are no Gambian Convention ships to date, the priority is to be put on safety of non-Convention ships. The ferries appear as a major risk area, due to their usual passenger overloading. Control over fishing vessels is to be improved, through a more strict enforcement of the obligation to carry valid safety certificates.

The existing regulations are mainly related to Convention ships; a set of regulations for non-Convention ships was recently adopted, and needs to be fully implemented.

Priorities in the maritime safety policy are suggested to be derived from a risk assessment study to be carried out by an independent body.

In case The Gambia would intend to flag international ships, the maritime administration would need to be able to pass the IMO member State audit, which is not feasible for the time being. The areas to be improved to that effect would be mainly:

- Strict control of ship registration,
- Systematic management of the surveys and certificate renewals,
- Formalization of the delegations to recognized organizations.
The course, where the practical aspects were privileged, through two full days of inspection drills and related debriefing and characterization of deficiencies, proved to be quite successful. It was also supported by excellent organisation and as a result, a high satisfaction level was expressed by the 17 participants.

8. Activity 6 – Training on marine casualties’ investigation

The Regional Training Course on Marine Casualty and Incident Investigation was held at the Regional maritime University of Tema, Ghana, from 24 November to 05 December 2014, its main objective was to facilitate the development of institutional capacities and human resources in the field of casualty investigation within the participating administrations.

The course was conducted on IMO’s behalf, by Capt. Babacar Diop, Lead Consultant and Capt. William Asuako-Owiredu, Consultant. Ms. Mara Luciano of the FlagPort WACAF Team also introduced and elaborated on the overall aims and objectives of the FlagPort WACAF project.

A total of 23 participants from beneficiary countries attended the course. All 23 participants were employed by maritime administrations, Port authorities, Ministries of Environment and other related agencies of their respective governments and had shown excellent discipline and punctuality. All had perfect attendance record, except for one local participant who had to be absent twice to perform some normal duties within the University.

The course lasted two weeks and this enabled the full syllabus to be covered with several case studies being undertaken. The entire training course was conducted on the premises of the Regional Maritime University, Accra.

The course was based on the new IMO’s Model Course 3.11 “Safety Investigation into Marine Casualties and Marine Incidents. The course concentrated on safety-focused investigations into the causes and contributing factors of marine casualties and incidents. Starting with an overview of different types of investigations (criminal, civil, disciplinary and coronial), it went on to embrace the concept of safety investigation. The course covered the entire spectrum of safety investigation, including among others, evidence collection, witness interviewing, analysis, making recommendations and report submission to the IMO. It also examined human and organizational factors, as well as the issue of fatigue, and how they contribute to accident causation. Along with the areas of human and organizational factors inquiry, the participants were introduced to several established models of human and organizational factors, such as Reasons, SHELL and CREAM (Cognitive Reliability and Error Analysis Methodology).

All participants indicated, in their Evaluation forms, their utmost satisfaction with the course. The project team was greatly impressed by the interest and the progresses made by the participants.
Picture 4: Group picture at the opening ceremony of the training, RMU, Tema.

Picture 5: Participants working on a case-study, RMU, Tema.
Picture 6: Regional workshop on marine casualties' investigation, RMU, Ghana - Closing ceremony and distribution of the certificates to the participants
9. Activity 4 – Training on flag State implementation

A regional workshop on flag State implementation (FSI) targeting Anglophone and Lusophone countries in west and central Africa took place from 18 to 22 May 2015. IMO consultants Capt. Joe Zerafa and Capt. Babacar Diop conducted the training aimed at providing officers and administrators within the maritime administrations with information of the different obligations and duties of the flag State as required by the United Nations Convention on the Law of the Sea (UNCLOS) and various IMO and ILO instruments to assist them in the effective discharge of such obligations and duties.

The activity which was hosted by the Ghana Maritime authority, was declared open by the Ghanaian Deputy Minister of Transport. 32 participants from the following beneficiary countries: Cabo Verde, The Gambia, Ghana, Guinea Bissau, Liberia, Nigeria, Sierra Leone, Sao Tome & Principe, were trained during the one week activity.

The activity report from the IMO consultants detailing findings and recommendations is expected in June 2015.

![Participants at the opening ceremony of the regional workshop on FSI, Accra, Ghana.](image)

10. MAJOR CHALLENGES

The Ebola incidence in west and central Africa continued present one of the major challenges for the timely implementation of the activities. The outbreak negatively affected the availability of short-term experts willing to travel to the region, thereby presenting challenges in the pre-planning of the activities’ schedule and delays in the implementation.
Another challenge triggered by the Ebola outbreak was related to the increased cost of the activities. Due to the travel restrictions, imposed and the last minute unavailability of some consultants, travel costs associated with some of the activities increased.

11. CONCLUSIONS

Despite the challenges due to lack of coordination and rampant bureaucracy on the part of the recipient countries, coupled with the travel restrictions to the affected beneficiary countries due to the Ebola challenge, during the reporting period, IMO delivered national FSI needs assessment missions and seminars (Activity 1), and maritime legislation reviews (Activity 2) covering two countries (Guinea Bissau and The Gambia), followed by national trainings on domestic ferries and non-Convention ships for both countries (Activity 7). Efforts were made to enhance the capacity of the beneficiary countries to strengthen the implementation of regulatory measures put in place and safety measures, to reduce the number of accidents and loss of lives relating to the operation of non-Convention ships, including ferries and fishing vessels.

The missions were organised concurrently and back-to-back when possible, in order to optimize the utilisation of the funds and overcome the budgetary constraints that had arisen from the planning of the regional trainings.

The need to improve flag State and port State implementation performance as required by international instruments were assessed in the five targeted countries, taking into account the 2050 Africa Integrated Maritime Strategy and the Abuja MoU on port State control.

The IMO consultants and the project team assisted the national authorities to prepare tailored action plans for strengthening the performance of the maritime administrations, in order to mitigate the imbalance between the standard's requirements and the current situation.

Effective and uniform implementation of the ratified international maritime conventions was promoted in order to achieve a safe and secure maritime navigation in the region as well as to improve the protection of the marine environment by preventing pollution from ships.

A common framework was also set up to guarantee the effectiveness, objectivity and transparency of enquiries following maritime accidents, with a view to reducing the maritime transports-related risks to seafarers, passengers, fishermen and to the environment of the region.

The project team effectively collaborated with the national authorities, regional bodies and experts, in order to achieve the results above mentioned

The regional activities delivered, led to a significant increase in the numbers of officials trained, and led to the establishment of a common framework for the investigation of marine accidents.
The Secretariat of Abuja MoU based in Lagos, Nigeria, was very effective in coordinating and facilitating the work of FlagPort WACAF in which its membership were beneficiaries. The Secretariat of Abuja MoU is currently liaising with the relevant authorities in Nigeria with a view to hosting the next a regional workshop on port State Control in the country. Another institution which had been helpful in availing its facilities for the hosting of the regional workshop on the safety of domestic ships, is the Regional Maritime University based in Accra, Ghana.

12. GOING FORWARD

FlagPort WACAF plans to continue in its tracks with a view to implementing more national and regional activities in the beneficiary countries. Each national and sub-regional activities are unique and require tailored made approach. IMO’s long standing and cognate experience in project implementation have been of tremendous assistance for the Project.

FlagPort WACAF is now exploring the possibility of implementing some national and regional activities in Liberia in the light of the recent World Health Organization’s declaration of the country as Ebola free. We are watching and monitoring development in the country with keen interest and will take advantage of any window of opportunity to ensure that the country benefits from the project.

Regarding Sierra Leone and Guinea Conakry, it is still too early to make any concrete plans or arrangements for implementation as the situation in the two countries in terms of the Ebola incidence are still unclear.

On budgetary matters, the FlagPort WACAF Project will be approaching the ACP/EU Secretariats with a proposal for the revision of the budget without additional funding requirements.

Finally, FlagPort WACAF Project would like to put on record the assistance and facilitation we have so far received from the designated officers at the ACP and EU Secretariats in the course of this Project.