AIR TRAFFIC MANAGEMENT COORDINATION MEETING BETWEEN CENTRAL AND EASTERN AFI FLIGHT INFORMATION REGIONS (ATM/CM-CEAF)

SUMMARY OF DISCUSSIONS

(Nairobi, Kenya, 13 – 15 August 2012)

Prepared by the ICAO Eastern and Southern African Office
The views expressed in this Summary of Discussions should be taken as those of the ATM Coordination Meeting between Eastern and Central AFI Flight Information Regions (ATM/CM-CEAF) and not of ICAO. This Summary of discussions will be submitted to the respective States for necessary action.

The designations employed and the presentation of material in this document do not imply the expression of any opinion whatsoever on the part of ICAO concerning the legal status of any country, territory, city or area or of its authorities, or concerning the delimitation of its frontier or boundaries.
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PART I – HISTORY OF THE MEETING

1. PLACE AND DURATION

1.1 The Air Traffic Management Coordination Meeting between Central and Eastern AFI Flight Information Regions (ATM/CM-CEAF) was held at the ICAO Eastern and Southern African (ESAF) Regional Office, United Nations Compound, Gigiri, Nairobi, Kenya from 21 to 24 August 2012.

2. OPENING

2.1 The Meeting was opened by Mr. Boitshoko Sekwati, Deputy Regional Director, on behalf of Mr. Meshesha Belayneh, Regional Director, Eastern and Southern African (ESAF) Regional Office. In his opening remarks, Mr. Sekwati welcomed all delegates to Nairobi and to the ATM Coordination Meeting (ATM/CM-CEAF).

2.2 Mr. Sekwati recalled that the meeting had been convened on request by the States to address significant safety issues relating to coordination of air traffic between the Flight Information Regions (FIRs) concerned, some of which had been outstanding for many years. He highlighted that while the ESAF and WACAF Regional Offices would continue to facilitate ATM coordination meetings, States having coordination issues to address were expected to convene bilateral coordination meetings involving the parties concerned whenever necessary and feasible, without necessarily having to wait for the multilateral meetings.

2.3 Acknowledging the efforts made by the States to attend the meeting, as well as their contributions through discussion papers on challenges experienced that were affecting the safe air navigation in the AFI Region, Mr. Sekwati expressed confidence in the commitment of participating States, Air Navigation Service Providers (ANSPs) and users to address the identified ATM challenges. In this regard, he urged the participants to work closely to achieve the desired results.

3. ATTENDANCE

3.1 The meeting was attended by a total of forty-one participants from nine States and six Organizations (two regional and four international). The list of participants is at Attachment A to this Report.

4. OFFICERS AND SECRETARIAT

4.1 The meeting was chaired by Mr. Hitler Olwenge, Manager Air Traffic Services, Kenya Civil Aviation Authority (KCAA). Mr. Seboseso Machobane, Regional Officer ATM/SAR, ESAF Regional Office was the Secretary of the meeting. He was supported by Mr. David Labrosse, Regional Officer ATM/SAR, also from the ESAF Regional Office.

5. LANGUAGE

5.1 Discussions were conducted in the English language. Documentation was provided in the English Language.
6. **AGENDA**

6.1 Under agenda item 1 of the discussions, the meeting reviewed and adopted the proposed agenda for the ATM/C&M-CEAF as follows:

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7. **ACTION ITEMS**

7.1 The meeting recorded the outcome of its discussions in the form of action items, for follow-up and implementation by States/ANSPs in line with agreed timelines.

7.2 The list of ATM/C&M-CEAF action items for follow-up by States is at **Attachment 2A** to the summary on agenda item 2.
Report on Agenda Item 2: Air Traffic Management Coordination issues

2.1 The meeting was apprised on coordination challenges facing the States/ANSPs, such as traffic coordination between Air Traffic Services (ATS) units within a Flight Information Region, and between ATS units in adjacent FIRs.

2.2 Information was provided on established air navigation service facilities within the States’, including mechanisms that have been put in place for sustainable coordination, and for the review and update of Letters of Procedures/Agreements (LOAs/LOPs) between adjacent FIRs.

2.3 In order to better manage the discussions and identification of resolutions pertaining to challenges facing the ATM/CAM-CEAF, the meeting established two Small Working Groups (SWGs) to address the issues raised in the areas of concern. The SWGs reviewed the communication and coordination challenges affecting the safe operation of aircraft in the AFI FIRs and proposed solutions for their expedient resolution by the States and Air Navigation Service Providers (ANSPs) within set timelines. The outcome of the SWGs which has been consolidated is reflected in Attachment 2A to this report. The composition of the two Small Working Groups is reflected in Appendices 2B and 2C to this report.

2.4 In general, the meeting noted that lack of two-way communication (VHF, HF, ATS-DS) was the main causal factor for the lack of effective coordination between the ATS units concerned. The situation of outdated Letters of Procedures/Agreements (LOPs/LOAs) between States/ANSPs was also regarded as a major contributing factor affecting proper coordination of air traffic. The meeting highlighted the following challenges affecting the safe operation of aircraft in some AFI FIRs.

   a) VHF communication gaps in the Dar es Salaam and Kinshasa FIRs. It was noted that little or no effort was being made to mitigate this lack of communication;

   b) Proposed re-location of Kinshasa Area Control Centre (ACC) to a permanent location with adequate facilities;

   c) VHF communication gaps in the southern part of Khartoum FIR;

   d) Issues related to the non-standard use of languages in the provision of ATS and coordination of traffic, particularly between Kinshasa and its adjacent FIRs, mainly Dar es Salaam and Entebbe;

   e) Lack of competence of ATS staff performing traffic coordination tasks in support of air traffic controllers;

   f) Aircraft routinely flying across FIRs and State borders without filing flight plans. This was impacting on the safe provision of ATS, particularly in areas where VHF and HF communicating was considered inadequate or lacking;

   g) Outdated coordination procedures between ATS units and their respective LOPs/LOAs;

   h) Missing flight plans;
i) Uncoordinated traffic originating from Mogadishu FIR;

j) Challenges related to lack of communication facilities between Luanda and Brazzaville FIRs, both of which had installed VSAT equipment but were incompatible;

k) Traffic coordination complications due to multiple ATS units providing air traffic services in Kigali FIR (Dar es Salaam, Kinshasa, Kigali). In addition, Goma Approach, an ATS unit in Kinshasa FIR, was controlling traffic operating on ATS route UB607 into Kigali FIR;

l) High Frequency (HF) communication gaps between Dar es Salaam and Antananarivo FIRs, resulting in “blind” descent or climb in and out of Moroni;

m) Serious ATS incidents, including AIRPROXs, associated with deficiencies in infrastructure, airspace management and operational procedures.

2.5 The meeting acknowledged that over the years, several corrective actions have been agreed between concerned parties, but have either not been implemented or have been ineffective. These include actions agreed on bilateral basis, under the aegis of the ICAO Regional Offices, as well as through the mechanisms of the AFI Tactical Action Group (TAG) and the ATS Incident Analysis Group (AIAG). The meeting agreed on specific time frames for follow-up actions to be completed and for ICAO to be informed continuously on progress being made. It was also agreed that the parties should avoid shifting the “goal posts. Given the critical nature of safety issues discussed, the meeting agreed that if the actions cannot be completed within the agreed timelines, other safety actions including contingency measures should be considered for implementation to ensure enhanced airspace safety as soon as possible.

2.6 Amongst others, concerned States and ANSPs were urged to undertake, as a matter of ‘high priority’, a review and an update of all affected Letters of Procedures/Agreements (LOPs/LOAs), and to incorporate details of the amended procedures as relevant. Consideration should also be given to establishing annexes to the LOAs/LOPs for information that may be too cumbersome to be inserted in the main body of the agreement, or details pertaining to points of contact that are required to be updated regularly.

2.7 The meeting acknowledged that there may have been complacency on some parties not to comply with the required procedures to promote safety of operation in the central and eastern AFI FIRs. It was noted that operation of aircraft without flight plans and acceptance of aircraft without appropriate coordination from one FIR to another had over the years been accepted as “normal practice” resulting in high safety risk to air navigation. It was highlighted that the requirement for flight plans was a Standard in Annex 2 to the Chicago Convention (Ref. Section 3.3 of Annex 2) and concerned parties were urged to comply accordingly. In addition, FIRs accepting the situation of non-compliance originating from
other FIRs should take due cognizance of the safety risks placed on their ATS systems, human factors issues, and other consequences associated with such practices.
Report on Agenda Item 3: ATS requirements for communication

3.1 The meeting discussed communication facilities within the FIRs that are required to support the provision of air traffic services, in accordance with Chapter 6 of Annex 11 to the Chicago Convention. Specifically, the following areas were discussed:

   a) ATS/DS (internal within the State & external with adjacent FIRs);
   b) VHF & HF communications for terminal and en-route phases of flight;
   c) AFTN/AMHS; and
   d) Other communication supporting the provision of ATS, including ADS B/C and CPDLC.

3.2 The meeting noted that in some FIRs, there was a lack of implementation of adequate communication infrastructure, in accordance with the AFI Regional Air Navigation Plan (AFI ANP), to effectively support the safe provision of air traffic services. The meeting urged States/ANSPs to expedite the implementation of surveillance, including ADS-B and ADS-C, where operational requirements and user equipage supports such implementation. States/ANSPs should strongly consider implementing CPDLC in areas where both VHF and HF radio services were lacking, including remote areas.

3.3 The meeting was informed that VSAT terminals had been installed in Bujumbura, Kigali and Kinshasa to provide the required communication for air traffic services between these ATS units. However, it was noted with concern that the terminals were not being activated for non-technical reasons. It was agreed that the criticality of the status quo should be highlighted to the Directors General of Civil Aviation (DG) in the States concerned for immediate remedial action.

3.4 It was noted with appreciation that Kinshasa FIR was in the process of installing most of the planned 14 VSAT stations. The project is expected to be completed by the end of 2012. The meeting was informed that if the planned completion date could not be met, other corrective measures would be identified and agreed by the State for implementation.

3.5 It was recommended that ANSPs that are able to do so, provide AFTN terminals to air operators to facilitate filing of flight plans.
4.1 The meeting discussed and reviewed mechanisms and processes in place to identify, coordinate and resolve the issue of missing flight plans (flight plans that are not received internally and externally by air traffic services (ATS) units in the concerned Flight Information Regions (FIRs). The following factors were identified as contributing to missing flight plans:

   a) **Clocks** - Many ANSPs’ clocks were not appropriately synchronized with the Coordinated Universal time (UTC), resulting in Air Traffic Services (ATS) units having significant differences where reference to time is concerned.

   b) **ATS message transit time delays** - Transit times for ATS messages from some ANSPs were identified as not meeting specified transit times.

   c) **Communication links** - Some communication links were lacking, inadequate or below standard and as such, were contributing significantly to the loss of ATS messages including flight plans between FIRs.

   d) **Internal system delays** - Some ATS systems had significant internal processing delays, either through the Aeronautical Fixed Telecommunication Network (AFTN), or through the Flight data Processing Systems (FDPS). In a lot of cases, flight plans received were being delayed in getting to operational air traffic controllers.

   e) **Staff proficiency** - Lack of training of staff employed or engaged by air operators to file or submit flight plans (filers) to the ANSPs was also contributing to delays in receipt of flight plans by operational staff.

   f) **Lack of response to queries (RQP/RQS)** - In many instances, flight plan message handling personnel were not responding to ATS messages including RQP/RQS messages, when there were attempts to recover missing flight plans from the originator, or when information relating to flight plan unavailability was being requested. In other instances, ATS units which were not receiving the flight plans were not initiating the query messages, resulting in numerous challenges to adequately pinpoint the area where the error was being committed for remedial correction.

4.2 IATA advised that in order to reduce the risk of errors that can result in missing flight plans originally filed on paper forms, States that have not already done so should consider the introduction of electronic filing.

4.3 The meeting was reminded of APIRG/18 Conclusion 18/17: *Addressing Missing Flight Plans*, and that the Flight Plan Transitional Task Force (FPLT TF) had developed a model for the national performance framework form (PFF) reflecting detailed breakdown of activities for action by States during the implementation process.

4.4 The meeting was informed of progress made at Regional level on the
implementation readiness of the NEW ICAO flight plan by States and ANSPs, and reviewed actions that should be taken individually and collectively in order to address technical and operational issues that were considered critical to the implementation timelines. Updates were provided by the States and ANSPs, which indicated that most States, if not all, would be ready for the roll-over on 15 November 2012.

4.5 It was noted that the status of readiness for some States were still in a state of uncertainty, in that their technological upgrades to achieve the required readiness would be too close to the implementation date of 15 November 2012. The meeting was informed that the ESAF and WACAF Regional Offices would be monitoring very closely the progress of those States that were behind schedule.
5.1 The meeting recalled the provisions under ICAO Annex 11, Chapter 2, relating to the development and promulgation of Contingency Plans (CPs) and noted that based on information available with the Secretariat, many States had not yet developed or updated their contingency plans for the airspaces in which they were responsible for the provision of air traffic services (ATS).

5.2 It was further noted that, although some States had developed Contingency Plans, many of them were yet to be formatted in accordance with the template adopted under APIRG Conclusion 17/66.

5.3 The meeting urged States that have not already done so to develop Contingency Plans, which should include contingency routes, using the template adopted by APIRG /17, as soon as practical, and to forward the updated contingency plans to the ESAF and WACAF Regional Offices for review and transmission to ICAO Headquarters for approval.

5.4 The meeting was further reminded that States should consult with stakeholders during the development of their Contingency Plans for collaborative and effective implementation. It was also acknowledged that in many instances, the development and finalization of Contingency Plans was due to delayed responses from States in providing information on feedback requested by the adjacent States.

5.5 The meeting was apprised on contingency planning developments in some of the participating States as follows:

a) Kenya had developed a Contingency Plan (CP) which had been submitted to the ESAF Regional Office. However, the CP was being updated to take into consideration newly developed ATS routes and operational considerations in Khartoum FIR;

b) Sudan had developed a comprehensive CP for the Khartoum FIR, using the APIRG template. However, parts of the CP that required coordination with adjacent FIRs are yet be finalized;

c) The CP for Entebbe FIR had been updated in March 2012 and forwarded to the Regional Office for comments;

d) ASECNA had a CP for the FIRs covering all its member States in compliance with Annex 11 to the Chicago Convention. It was acknowledged that while the CP had not yet been transformed onto the template adopted by APIRG Conclusion 17/66, it offered many benefits, such as coordinated contingency routes across its FIRs. ASECNA was however, requested to adopt the APIRG template as soon as practically possible.

5.6 In order to facilitate homogeneity in CP presentation, participating States and ANSPs were urged to transform their CPs to the APIRG/17 template.
Report on Agenda Item 5: Contingency Plans (CPs) and coordination of Contingency Routes

5.7 The meeting recalled the provisions under ICAO Annex 11, Chapter 2, relating to the development and promulgation of Contingency Plans (CPs) and noted that based on information available with the Secretariat, many States had not yet developed or updated their contingency plans for the airspaces in which they were responsible for the provision of air traffic services (ATS).

5.8 It was further noted that, although some States had developed Contingency Plans, many of them were yet to be formatted in accordance with the template adopted under APIRG Conclusion 17/66.

5.9 The meeting urged States that have not already done so to develop Contingency Plans, which should include contingency routes, using the template adopted by APIRG /17, as soon as practical, and to forward the updated contingency plans to the ESAF and WACAF Regional Offices for review and transmission to ICAO Headquarters for approval.

5.10 The meeting was further reminded that States should consult with stakeholders during the development of their Contingency Plans for collaborative and effective implementation. It was also acknowledged that in many instances, the development and finalization of Contingency Plans was due to delayed responses from States in providing information on feedback requested by the adjacent States.

5.11 The meeting was apprised on contingency planning developments in some of the participating States as follows:

- Kenya had developed a Contingency Plan (CP) which had been submitted to the ESAF Regional Office. However, the CP was being updated to take into consideration newly developed ATS routes and operational considerations in Khartoum FIR;

- Sudan had developed a comprehensive CP for the Khartoum FIR, using the APIRG template. However, parts of the CP that required coordination with adjacent FIRs are yet to be finalized;

- The CP for Entebbe FIR had been updated in March 2012 and forwarded to the Regional Office for comments;

- ASECNA had a CP for the FIRs covering all its member States in compliance with Annex 11 to the Chicago Convention. It was acknowledged that while the CP had not yet been transformed onto the template adopted by APIRG Conclusion 17/66, it offered many benefits, such as coordinated contingency routes across its FIRs. ASECNA was however, requested to adopt the APIRG template as soon as practically possible.

5.12 In order to facilitate homogeneity in CP presentation, participating States and ANSPs were urged to transform their CPs to the APIRG/17 template.
Report on Agenda Item 6: AFI Tactical Action Group (TAG) issues

6.1 Under this agenda item, the meeting recalled the formalization of the AFI Tactical Action Group (TAG), established as a result of Recommendation 6/7 from the Special AFI/08 RAN Meeting in 2008. The meeting reviewed some of the major safety concerns highlighted by the TAG. States were urged to address the findings and recommendations of the TAG as a matter of priority, in order to resolve the deficiencies identified:

a) **Responding to TAG queries on matters related to Unsatisfactory Condition Reports (UCRs)** – There was a lack of feedback to the TAG on queries to States on UCRs and ATS incidents reports, sometimes accumulating over several months.

**Action by States:** States were urged to ensure responses to the TAG.

b) **Reporting of incidents internally and externally** – There was a lack of reporting of ATS incidents by concerned parties, making it difficult to capture all occurrences in order to apply corrective measures in a timely manner.

**Action by States:** States should ensure that a mechanism is in place for effective reporting of incidents by stakeholders, internally and externally, including to the TAG.

c) **Investigation of incidents and follow-up with concerned parties on mitigation measures** – There was a lack of investigation of incidents and follow-up by some States/ANSPs, resulting in numerous incidents being left open for long periods.

**Action by States:** States should ensure that all incidents are properly investigated and to establish an effective mechanism for follow-up with concerned parties on mitigation measures to be taken based on, the findings and recommendations of the investigation.

d) **Submission of investigation reports to ICAO** – States were not submitting their investigation reports, including mitigation measures, to ICAO for information and follow-up.

**Action by States:** States were urged to ensure that investigation reports were being forwarded to the ESAF and WACAF ICAO Regional Offices for information and follow-up as appropriate, in order to ensure that resolution of incidents and recommended mitigation measures were being addressed effectively.

6.2 The meeting was informed that the APIRG/18 meeting had noted that among the leading causal factors of the UCRs were the deficiencies in the competence of air traffic services supporting personnel, as well as deficiencies in communication (infrastructure and operations).

6.3 It was further noted that from the outcome of annual ATS Incident Analysis Group Meetings, specific recommendations were forwarded to States to address the causal
factors of the UCRs. Where necessary, air traffic management (ATM) coordination meetings were also arranged between concerned FIRs under the aegis of ICAO. In addition, the TAG undertook missions to some States having significant challenges, with the support of the Regional Offices and IATA.

6.4 Information was provided on the support being provided by IATA with regard to management of the UCR database, in addition to communicating the UCRs to concerned States and follow up action.

6.5 Participating States/ANSPs were urged to contribute to the TAG database by submitting reports on incidents and the results of investigation thereon, including mitigation measures, for close follow-up by the TAG.

6.6 In order to benefit further from initiatives to improve safety in ATM operations within the AFI Region, participating States/ANSPs were urged to participate at the ATS Incident Analysis Group (AIAG) meetings, and equally commit to addressing safety issues as recommended by the AIAG.
Report on Agenda Item 7: RVSM safety issues, including safety concerns from ARMA

7.1 The meeting discussed safety issues affecting RVSM operation which were impacting on the safe provision of air navigation in AFI Flight Information Regions.

7.2 The meeting also discussed a number of challenges that were being experienced by States/ANSPs within the AFI Region, having a direct impact on safe RVSM operation. Some of the issues highlighted were:

   a) Inaccurate flight plan information submitted by operators;
   b) Non-RVSM Approved aircraft operating in RVSM airspace;
   c) Lack of oversight of State RVSM Operational Approvals;
   d) Co-ordination failures between Area Control Centres (ACCs) of adjacent FIRs resulting in large Height Deviation; and
   e) Lack of adequate Height Monitoring systems by ANSPs.

7.3 The Secretariat requested participants to communicate with their respective administrations, the concerns raised from the TAG and the AFI Regional Monitoring Agency (ARMA), with respect to aircraft that are permitted to fly in the AFI Reduced Vertical Separation Minimum (RVSM) airspace, without being appropriately approved by the States. In relation to Equatorial Guinea, ASECNA indicated that previous concerns raised on this issue had been addressed with the State. However, the issues of approval were beyond the purview of ASECNA.

7.4 The participating States and ANSPs were urged to ensure that approval process for RVSM for their operators and State aircraft was being executed in accordance with ICAO SARPs, in order to mitigate safety impact on RVSM operation in the AFI Region.
8.1 The meeting discussed other safety deficiencies identified, affecting ATM coordination, and which have not been addressed in other agenda items to this report.

8.2 It was recalled that the definition of air navigation “deficiency” as approved by the ICAO Council, “encompasses a situation where a facility, service or procedure does not comply with a regional air navigation plan or with related ICAO Standards and Recommended Practices, which has a negative impact on the safety, regularity and/or efficiency of international civil.”

8.3 It was also noted that APIRG/18 had agreed that issues of reporting should be significantly improved, in order to address effectively deficiencies in the AFI Region. APIRG/18 had further agreed that reporting could be encouraged by adopting a list of minimum reporting areas for users and other stakeholders, including professional organizations. Accordingly APIRG/18 adopted the minimum reporting list reflected at Appendix 8A to the summary of discussions on agenda item 8, and urged States/ANSPs, users and professional organizations such as IFATCA and IFALPA to use the list optimally.

8.4 IATA highlighted that meteorological (MET) information was lacking at several aerodromes in the AFI Region. The lack of essential MET data, which is critical to flight planning and operations of aircraft, was contributing to safety risks for users in the airspaces and aerodromes concerned.

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Discussions on Agenda Item 9: Search and Rescue (SAR) Cooperation

9.1 The meeting discussed challenges that were impeding progress in Search and Rescue (SAR) implementation in the AFI Region, and recognised that the establishment of international agreements between States was the key to effective implementation. It was acknowledged that the need for bilateral and multilateral SAR agreements to facilitate cooperation at Sub-Regional and Region levels was imperative.

9.2 It was further noted that issues related to SAR integration could still take more time to be implemented due to many challenges that could arise during the process of establishing international agreements. Challenges identified included the lack of political commitment, differing interpretations of sovereignty, and political complexities between many States. The meeting was of the view that sensitization of high level State officials on SAR matters was of paramount importance, in order to clarify the role of SAR, its scope of operation and objectives of agreements for cooperation in accordance with ICAO provisions under Annex 12 of the Chicago Convention.

9.3 The meeting was informed of regional efforts to overcome various challenges, through Regional organizations like SADC, ECOWAS, CEMAC and EAC. Civil Aviation Authorities were urged to participate at meetings when civil aviation matters, including SAR, were under discussions.

9.4 It was noted that Rwanda had developed a draft SAR agreement which they were ready to discuss with other States in order to have it signed as soon as practical. A copy of the signed SAR agreement is to be forwarded to the ESAF Regional Office.

1.2 --------
Discussions on Agenda Item 10: Any Other Business

10.1 Information was provided of an ATM Coordination meeting which would be hosted by ASECNA and had been scheduled to be convened in Brazzaville, Congo, in the week of 25 September 2012. States concerned were urged to take advantage of that meeting to finalize and to the extent possible, sign the Letters of Procedures/Agreements (LOPs/LOAs).

10.2 On behalf of the Secretariat, Mr. S Machobane thanked the participants for their active participation during the various sessions of the meeting. He reiterated the need for States and ANSPs to resolve all outstanding issues relating to coordination challenges that have been identified, and to make maximum use of planned events, such as the forthcoming ATM Coordination meeting in Brazzaville to do so.

10.3 In his closing remarks, the Chairman thanked the participants for their contribution and echoed the sentiments of the Secretariat by urging States and ANSPs to fully commit and support the resolution of communication and coordination challenges that was having a significant and dangerous impact on air navigation safety in many AFI FIRs.