



# COMPREHENSIVE REGIONAL IMPLEMENTATION PLAN FOR AVIATION SAFETY IN AFRICA (AFI PLAN)

**Ninth Meeting of the Steering Committee**

**Montréal, 30 April and 1 May 2012**

## REPORT

This report has been approved by the Chairperson of the AFI Plan Steering Committee,  
Dr. O. Benard Aliu, Representative of Nigeria on the ICAO Council

Meshesha Belayneh  
ICAO Regional Director, Eastern and  
Southern Africa (ESAF) & Secretary of  
the AFI Plan Steering Committee

## 1. INTRODUCTION

1.1 The 9<sup>th</sup> meeting of the Comprehensive Regional Implementation Plan for Aviation Safety in Africa (AFI Plan) Steering Committee was held on 30 April and 1 May 2012 at ICAO Headquarters in Montréal, Canada. The meeting was attended by thirty-two participants including observers from the ICAO Council and Air Navigation Commission. The list of participants who attended the meeting is presented at Attachment A.

1.2 The Chairperson of the Steering Committee, Dr. O. Bernard Aliu, Representative of Nigeria on the ICAO Council, opened the meeting by welcoming the Secretary General of ICAO, Mr. Raymond Benjamin, and all participants and invited the Secretary General to address the meeting.

1.3 During his opening remarks, the Secretary General mentioned key activities and achievements since the last meeting held in October 2011, reaffirming ICAO's commitment to the effective implementation of the *Comprehensive Regional Implementation Plan for Aviation Safety in Africa (AFI Plan)*.

1.4 The meeting was informed that the ICAO Council reviewed the outcomes of its 8<sup>th</sup> meeting, endorsing the recommendations and conclusions, which are being implemented or completed.

1.5 With regards to the ICAO Plans of Actions, the Secretary General recalled that they are developed jointly by the Air Navigation Bureau and the Regional Offices and then presented to the Minister responsible for civil aviation of each State by the ICAO Regional Director. The Plans are tailored to support and guide States to address Significant Safety Concerns (SSCs) and/or safety deficiencies identified during ICAO USOAP audits. From the twenty ICAO Plans of Action presented to States that were previously referred to the Audit Results and Review Board (ARRB), eighteen had been accepted and their activities have already been implemented. It was further mentioned that five Plans are still under development.

1.6 The Steering Committee was also informed about the transition of the ARRB into the Monitoring and Assistance Review Board (MARB). As of November 2011, the ARRB was transformed into the Monitoring and Assistance Review Board (MARB) chaired by the Secretary General. The MARB develops and implements broad and high-level strategies on States with SSCs, States not responding to monitoring and assistance activities or States not fulfilling their commitments implementing their Corrective Action Plans (CAPs) through the coordination of monitoring and assistance activities.

1.7 The Secretary General stated that the AFI Cooperative Inspectorate Scheme (AFI-CIS), a joint effort between the African Civil Aviation Commission (AFCAC) and ICAO, is being implemented to provide further assistance to some African States, especially to those addressing SSCs. It was informed that ICAO had been working in close collaboration with AFCAC to develop a concept paper on AFI-CIS to further guide the implementation of this project.

1.8 With regards to training, the AFI Plan Steering Committee was informed on a Consultative Conference held in Nairobi, Kenya in April 2012 to support the creation of the Association of African Aviation Training Organizations (AATO) through the establishment of an Interim Council to spearhead its creation. The AATO is one of the four pillars of the framework for harmonization of training in the AFI region, as agreed during the third Pan-African Aviation Training Coordination

Conference held in South Africa, in July 2011. The Secretary General further confirmed ICAO's support to the Interim Council of the AATO, through the AFI Plan.

1.9 It was stated that the AFI Plan continues to work with States and regional organizations to promote regional cooperation initiatives. In this regard, the Secretary General informed that a meeting was held in March 2012 between ICAO and the Civil Aviation Authorities of the Seven Partner States (*Djibouti, Egypt, Eritrea, Ethiopia, Libya, Somalia and Sudan*) to review the initial Work Plan and expedite the creation of a Regional Safety Oversight Organization (RSOO) and a Regional Accident and Incident Investigation Organization (RAIO) for the Seven Partner States. It was also noted that ICAO will continue to monitor the progress on the establishment of RSOOs in the States of the Central African Economic and Monetary Community (CEMAC), the Southern African Development Community (SADC), and the West African Economic and Monetary Union (UEMOA). The Africa-Indian Ocean Regional Aviation Safety Group (RASG-AFI) was established in March 2012, holding its first meeting in Kampala, Uganda, in parallel with the eighteenth meeting of the AFI Planning and Implementation Regional Group (APIRG/18). Regional Aviation Safety Teams had also been established to support States addressing SSCs and safety deficiencies common to the AFI region.

1.10 The Secretary General also informed the AFI Plan Steering Committee that a study is also being conducted by ICAO to review the legal, organizational and financial frameworks of the East African Civil Aviation Security an

d Safety Oversight Agency (CASSOA). The results of the study will be presented to the CASSOA Board and the East African Community (EAC) partner States, along with recommendations to improve the agency's safety oversight services to its members.

1.11 Finally, the Secretary General mentioned that the AFI Plan Work Programme for 2012 had been developed and coordinated with the relevant stakeholders to implement the activities approved by the Steering Committee during its 8<sup>th</sup> meeting and that further guidance for the way forward will be presented during this meeting to successfully implement the AFI Plan.

1.12 The Chairperson thanked the Secretary General for his opening remarks on activities undertaken and the continued support of ICAO for the achievement of the AFI Plan goals; and requested all participants to introduce themselves.

## 2. APPROVAL OF THE AGENDA

2.1 The meeting reviewed and approved the Agenda presented by the Secretary with minor changes to include the Discussion Paper to be presented by AFCAC.

2.2 The meeting also agreed to a presentation to be made by the Director of the Air Navigation Bureau related to the ICAO Plans of Action and to discuss during any other business the proposed Ministerial Conference on Aviation Safety to be held in July 2012 in Abuja, Nigeria.

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**Agenda Item 1: Progress Report on the implementation of the AFI Plan since the 8<sup>th</sup> meeting of the Steering Committee**

*Enabling States to establish and maintain an effective and sustainable safety oversight system*

1.1 Under Agenda Item 1, the Steering Committee reviewed the actions and outcomes related to the implementation of the AFI Plan since its 8<sup>th</sup> meeting held in October 2011 along with the actions required from the 9<sup>th</sup> meeting. It was noted that the ICAO Council, during its 194<sup>th</sup> Session, reviewed the outcomes of the 8<sup>th</sup> AFI Plan Steering Committee meeting and endorsed the recommendations and conclusions. While reviewing Discussion Paper 1, the Steering Committee provided further instructions for the continued implementation of the decisions taken during its 8<sup>th</sup> meeting, as presented in Attachment A.

1.2 With respect to the establishment of Regional Safety Oversight Organizations (RSOOs) and Regional Accident and Incident Investigation Organizations (RAIOs), the Steering Committee noted, that during a previous meeting, it was decided that a State should be a member of only one RSOO. However, it also noted that discussions held during the Symposium on Regional Safety Oversight Organizations in October 2011 concluded that a State might benefit from being a member of more than one RSOO, in the event that the RSOOs in question provide different functions and tasks.

1.3 The Steering Committee therefore recommended that African States should normally be encouraged to be members of only one RSOO. However, if it is required that certain States be members of more than one RSOO, this should be closely coordinated among the concerned States, RSOOs and ICAO Regional Offices, in order that of overlapping of functions as well as duplication of effort and wastage of resources can be avoided. The Steering Committee was further informed that a State letter on this subject would be sent to African States by July 2012.

1.4 The meeting noted that support had been provided by ICAO to the Banjul Accord Group Aviation Safety Oversight Organization (BAGASOO), for the development of State Safety Programmes. It also noted the progress of the assistance being provided to BAGASOO in the development and implementation of a Regional Safety Plan, on which the Secretariat would report at the next meeting.

1.5 With respect to the Banjul Accord Group Accident Investigation Agency (BAGAIA), the meeting noted that the ICAO Technical Cooperation Bureau is expeditiously assisting BAG member States in recruiting a Commissioner of Accidents for the Agency. The discussion on this item recognized that the concurrent establishment of both an RSOO and RAIO could present challenges, particularly if resources are very limited. In such cases, States should determine their priorities and adopt a progressive approach to the establishment of the organizations. They should also consider other options for regional cooperation, such as the pooling of technical experts as a means of, for example, conducting accident investigations.

1.6 The Steering Committee noted the limited progress being made by member States of the Co-operative Development of Operational Safety and Continuing Airworthiness Programme-*Communauté Économique et Monétaire de l'Afrique Centrale* (COSCAP-CEMAC) in the approval of the frameworks for the operationalization of its Regional Safety Oversight Organization (ARSA) and the creation of a RAIO. It therefore instructed the AFI Plan Secretariat to request the CEMAC Commission to demonstrate appreciable progress by October 2012 and that the Secretariat should report back to the Steering Committee on the progress achieved in establishing the RSOO and RAIO, so that it could decide at its next meeting whether to continue with the project or reprioritize resources.

1.7 It was further agreed by the Steering Committee that the State letter referenced in paragraph 1.3 above would clarify on the need for States to avoid the proliferation of uncoordinated safety agencies and that further guidance would be given on the efficient and effective establishment of RSOOs during the safety conference to be held in July 2012 in Abuja, Nigeria.

1.8 The meeting noted that, at the request of the East African Community (EAC) Civil Aviation Safety and Security Oversight Agency (CASSOA), a review of the organizational, legal and financial frameworks was being conducted by an ICAO expert to be presented to the CASSOA Board as soon as available. The Committee also agreed that action should cease in relation to the previous request from the EAC for the development of a common personnel licensing examination data bank, since CASSOA had indicated that the data bank was no longer required.

1.9 A report was made to the Committee on the meeting held from 18 to 19 March 2012 in Khartoum, Sudan, between the Directors General of the Civil Aviation Authorities of the Seven Partner States (*Djibouti, Egypt, Eritrea, Ethiopia, Libya, Somalia and Sudan*) and ICAO on the work programme and the frameworks for the establishment of both an RSOO and an RAIO by 2013 and 2014, respectively. The meeting noted the continuation of the project and the progress achieved to date.

1.10 The meeting also took note of the progress being made on the work plan for the implementation of the Letter of Understanding (LoU) between the Civil Aviation Authorities of Southern African Development Community (SADC) member States and ICAO on the establishment of the SADC Aviation Safety Organization (SASO).

1.11 In addition, the meeting was informed that the creation of the RSOO and RAIO for the member States of the Co-operative Development of Operational Safety and Continuing Airworthiness Programme-*Union Économique et Monétaire Ouest-Africaine* (COSCAP-UEMOA) and Mauritania had not proceeded further due to formal reservation from Senegal. The UEMOA Commission had requested the support of ICAO to assist to resolve the concerns raised by Senegal and carry out a study on the regional passenger service charge to finance the activities of the RSOO. The Steering Committee instructed the AFI Plan Secretariat to request the UEMOA Commission to report on the follow-up action on the establishment of the two organizations by October 2012. Further clarification on Senegal's reservation may also be sought at the safety conference to be held in July 2012 in Abuja, Nigeria. In this regard, the Steering Committee agreed to follow-up on this matter during the next AFI Plan Steering Committee meeting.

1.12 The member representing the ISSG reminded the Committee that the economies of scale that should result from the establishment of the RSOOs may result in not increasing the passenger service charges. However it was generally agreed that having sustainable sources of funding is vital to the establishment and effective functioning of safety oversight systems. The ICAO Secretariat also commented on the discussions conducted on the funding for RSOOs and RAIOs during the RSOO Symposium and noted the importance of putting in place policies for their membership, funding mechanisms and technical support. The Steering Committee therefore agreed that the AFI Plan Secretariat should conduct a generic study on funding RSOOs.

*Assist States to resolve identified deficiencies within a reasonable time*

1.13 The meeting was briefed on the framework and its implementation for harmonization of aviation training in Africa. It was noted that a consultative conference on the creation of the Association of African Aviation Training Organizations (AATO) was held in Nairobi from 2 to 4 April 2012 along with the establishment of an Interim Council to expedite the creation of AATO. After clarifying the scope

of the project as well as the objectives and membership of the Interim Council, the meeting noted the progress made on this initiative and approved the provision of secretarial support for the Interim Council to expedite the AATO establishment.

1.14 In relation to Regional Office Safety Teams (ROSTs), the Steering Committee took note of the progress made in their establishment and the fact that States had been informed of their availability to support the implementation of the Corrective Action Plans. It was also mentioned that the success of ROSTs had to be measured and reported to the ICAO Council on the progress achieved in implementing this initiative. The meeting also received further explanation on the role of the ICAO Coordinated Validation Missions (ICVMs) in reflecting the progress achieved by States in the implementation of safety-related SARPs. In addition, States are able to measure their own improvement through specific safety tools developed by ICAO. The Steering Committee noted the progress made and considered the action to be an on-going effort. The Steering Committee also requested the Secretary to present a State by State report on the developments and progress achieved at its next meeting.

1.15 The meeting was informed that ICAO Plans of Actions were presented to twelve States in ESAF and eight in WACAF. The twelve ESAF States and seven WACAF States had accepted the proposed Plans and implementation of actions identified under the short-term period had already been initiated. Further information on the ICAO Plans of Actions for States was also addressed by the meeting under Agenda Item 2.

1.16 In relation to the mobilization and coordination of the support required to implement the ICAO Plans of Action, the Steering Committee had earlier requested the ICAO Regional Directors to ensure that a list of all support projects is included in a dedicated AFI Plan webpage and linked with the Safety Collaborative Assistance Network (SCAN). The Steering Committee noted the actions so far taken on this issue and requested the ICAO Secretariat to make the link of these projects more visible on the website in order to facilitate their identification by potential donors. The meeting further agreed that the Secretariat should dispatch a State letter for the purpose of encouraging donors to fund projects.

1.17 The Steering Committee was briefed on the AFI-CIS project. In response to questions on the adequate manning of the AFI-CIS, AFCAC responded that, except in the area of aircraft operations, the project currently had the resources and was adequately manned to begin activities. The number of inspectors would be enhanced through the training of additional inspectors appointed to the scheme. In this respect, AFCAC mentioned that a letter had also been sent to States requesting trained inspectors to support the project.

1.18 Regarding the AFI-CIS, the meeting was informed that ICAO continued to also support the implementation of the scheme through the development of the related policy, procedures manual and other guidance material. The Steering Committee was informed that the policy and procedures manual had been translated into French and would soon be made available to AFCAC.

1.19 With regard to the Work Programme for 2012, the Steering Committee appreciated the progress achieved up to the 9<sup>th</sup> meeting. Further information on the work programme is addressed under Agenda Item 3.

1.20 Finally, the meeting reviewed the Work Tracking System (WTS) that the U.S. Federal Aviation Administration (FAA) had been requested to provide for regional safety oversight organizations. The representative of the United States Department of Transportation (US DOT) mentioned that the Ghanaian Civil Aviation Authority and the BAGASOO had modified the system to make it internet based and that it could now be used by all the BAG States and other States within the region. It was also

mentioned that the “train-the-trainer” training could be provided to the region to facilitate the use of the system. The meeting noted the efforts taken under this initiative and agreed to request the BAG States, through the AFI Plan Secretary, to liaise with other States in the region to make use of the system.

### ***Recommendations and conclusions***

1.21 The Steering Committee requested that a State letter should be sent to African States by July 2012 encouraging States to be members of only one RSOO. However, it should also be recommended that, if it is required that certain States be members of more than one RSOO, this should be closely coordinated among the concerned States, RSOOs and the ICAO Regional Offices, in order that overlapping of functions as well as duplication of effort and wastage of resources can be avoided.

1.22 The Steering Committee requested that TCB and BAG Member States should facilitate the expeditious recruitment of a Commissioner of Accidents for the BAGAIA.

1.23 The Committee requested the CEMAC Commission to report back in October 2012, on the progress achieved in establishing the safety organizations for its member States, in order that a decision could be taken at the next Steering Committee meeting on whether to continue with the project or reprioritize resources.

1.24 The Steering Committee agreed that the Secretariat should request the UEMOA Commission to advise on the follow-up action on the establishment of its safety organizations by October 2012, and provide further clarification on Senegal’s reservation at the safety conference to be held in July 2012 in Abuja, Nigeria.

1.25 The Steering Committee agreed to the provision of support to the Interim Council to expedite the establishment and operationalization of the AATO.

1.26 The Steering Committee requested that the Secretariat issue a State letter to encourage donors to fund projects identified through the ICAO Plans of Actions.

1.27 The meeting recommended requesting the BAG States, through the AFI Plan Secretary, to liaise with other States in the region to organize WTS training sessions and to facilitate the use of the BAGASOO and the US tracking systems by other States across the region.

### **Agenda Item 2: ICAO Plans of Actions for States under review of the MARB**

2.1 Under Agenda Item 2, the Director of the Air Navigation Bureau informed the meeting of the status of the implementation of the Standards and Recommended Practices (SARPs) identified by the USOAP in the AFI region. The meeting was briefed on the categories that had been identified for focusing actions to resolve safety deficiencies and the concrete actions taken to address safety issues. It was also mentioned that the ICVMs would measure the improvement of each State in their effective implementation of SARPs. The presentation delivered by the Director of the Air Navigation Bureau is available at: <http://www.icao.int/safety/afiplan/Pages/9th-Steering-Committee.aspx>.

2.2 The Steering Committee reviewed the background information contained in the decisions of its 8<sup>th</sup> meeting related to the ICAO Plans of Actions, the follow-up actions taken by the ICAO Secretariat and the decisions that needed to be taken during the 9<sup>th</sup> meeting. During the review, the Steering Committee was informed of the development, adoption and implementation processes of the

ICAO Plans of Actions in the AFI Region, including the immediate, near and long-term intervention measures proposed therein. The meeting was informed that ICAO Plans of Actions had been presented to twelve States in ESAF Region and eight States in WACAF Region. Twelve ESAF States and seven WACAF States had accepted the Plans of Actions.

2.3 After reviewing the status of the ICAO Plans of Actions as presented in Discussion Paper 2, the meeting noted with satisfaction the progress achieved and encouraged States as well as ICAO to continue supporting States in addressing their safety deficiencies.

2.4 The meeting also reviewed a working paper presented by AFCAC on the status and progress on the AFI-CIS programme that had been developed to assist States on the improvement of aviation safety in Africa. AFCAC also informed the Steering Committee that its Bureau had approved the sum of US\$400,000.00 for the implementation of the AFI-CIS in 2012. The meeting noted the progress made in supporting the AFI-CIS project, including the funding provided. It was noted with satisfaction that thirty States had signed the AFI-CIS MoU and pilot missions had been conducted in Gabon and Zambia. With respect to the human resources needed for the project, the meeting noted the lack of French speaking flight operations inspectors. The meeting was also informed of the need to have flexibility when scheduling AFI-CIS missions for 2012 in order to address the fast changing situation in some of the States implementing the measures contained in the ICAO Plan of Actions.

2.5 The Steering Committee noted that the training conducted by the former ACIP since 2008 had helped to raise awareness in the AFI region. However, since January 2011 the AFI Plan had focused more on resolving safety deficiencies. It was further noted that, with the introduction of the ICAO Plans of Actions, most of the Ministers had been made aware of deficiencies in their States; however, in spite of the presentation and acceptance of these Plans of Actions, progress in the implementation of follow-up actions had not progressed in some States. Full political support for the Plans of Actions was recommended by the Steering Committee to continue the resolution of safety deficiencies in the region. It was further mentioned that the issue may be also raised during the Abuja Ministerial safety conference to be held in July 2012.

### ***Recommendations and conclusions***

2.6 In respect to the training of Government Safety Inspectors (GSI), the Steering Committee agreed that training material and instructors would be made available in the French language. It was also recommended that ICAO reach out to donor States—including the MAGREB States—to provide French speaking inspectors.

2.7 The Steering Committee also recommended issuing a second State letter to those States that had accepted the ICAO Plans of Actions, but which may have not responded to their implementation. The objective of this State letter would be to re-engage the States in the prompt and effective implementation of the ICAO Plans of Actions.

### **Agenda Item 3: Programme of activities under the AFI Plan (2012-2013)**

3.1 Under Agenda Item 3, the Steering Committee reviewed background information contained in the decisions of its 8<sup>th</sup> meeting related to the programme of activities to be conducted under the AFI Plan, the follow-up actions taken by the ICAO Secretariat, including the coordination conducted with relevant stakeholders in the preparation and implementation of the 2012 activities, the progress made implementing the Work Programme 2012 and the decisions to be taken during the 9<sup>th</sup> meeting.



3.2 The Steering Committee reviewed the list of activities approved for 2012 and agreed on the following recommendations and conclusions:

***Recommendations and conclusions***

3.3 In relation to the Global Aviation Safety Roadmap (GASR) workshops and the Gap analysis to assess the level of implementation of aviation best practices as defined in the GASP, the Air Navigation Bureau advised that there is no need to continue with this activity. The meeting agreed to delete the activity from the AFI Plan 2012 Programme of Activities, since sufficient information had already been gathered through the ICAO Plan of Actions, the ROSTs deployed to assist States address safety deficiencies, ICVMs conducted, among other initiatives.

3.4 In relation to the GSI training courses, the Steering Committee noted the progress made in translating the material into French. In addition, the Steering Committee would receive feedback on France's proposal to provide GSI or equivalent training material in the French language for Government Safety Inspectors.

3.5 The Steering Committee also recommended that States receiving assistance under the AFI-CIS should endeavor to contribute towards the cost of the missions.

3.6 The meeting also agreed that Safety Oversight Organization workshops and seminars should continue to be provided and further noted the difficulty of organizing such a programme in 2012, since the work plans for both ESAF and WACAF were already full.

3.7 With respect to the Transport of Dangerous Goods training courses, the meeting noted that they are to be conducted on a cost recovery basis. The ICAO Secretary General agreed to allocate resources to fund the seminar since the subject is relevant to an adequate AOC issuance process.

3.8 The Steering Committee agreed that familiarization courses on ECCAIRS and on safety management responsibilities for Africa would be considered after analyzing the survey questionnaires on the impact of training activities. The meeting agreed that until then requests for courses on ECCAIRS and safety management responsibilities would be planned and delivered on request from States on cost recovery basis, except when requested as part of the ICAO Action Plans to assist States (ROST) and in support to RSOOs in the development of their respective Regional Safety Plan.

**Agenda Item 4: Any other business**

4.1 Under this agenda item, the Steering Committee was briefed on the establishment of the AFI-RASG in March 2012, its organizational structure and the status of aviation safety in Africa. It was further mentioned that four Regional Aviation Safety Teams (RASTs) had been established to assist States in resolving SSCs, addressing fundamentals of safety oversight, building accident investigation capabilities and resolving emerging safety issues (e.g. runways safety, loss of control in flight and controlled flight into terrain). From this meeting it was concluded that close coordination is required with COSCAPS to focus resources and efforts on resolving SSCs as the highest priority.

4.2 The Secretariat also informed the meeting about a pamphlet on ICAO's role and objectives that was developed for high-level authorities. The Steering Committee expressed its

satisfaction with the initiative and recommended it be used during the safety conference to be held in Abuja in 2012.

4.4 The meeting also discussed the upcoming African Ministerial Meeting on Aviation Safety in Africa to be held from 16 to 20 July 2012 in Abuja.

4.5 Following a question regarding the status of Côte d'Ivoire, the ICAO Secretariat informed that an ICVM was being planned and would be conducted as soon as the State was ready to receive the mission.

4.6 Finally, the Steering Committee agreed to tentatively schedule the 10<sup>th</sup> AFI Plan Steering Committee meeting on 20 October 2012 and delegated the Chairperson to approve the report on behalf of the Steering Committee.

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**ATTACHMENT A**  
**LIST OF PARTICIPANTS**

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AFI Plan Steering Committee Report  
AFI SC/2012/9

B-2

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AFI Plan Steering Committee Report  
AFI SC/2012/9

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**ICAO Secretariat**

Mr.	Raymond Benjamin	Secretary General
Mr.	Daniel Azema	Directeur de Cabinet, Office of the Secretary General
Ms.	Nancy Graham	Director, Air Navigation Bureau
Mr.	Mohamed Elamiri	Deputy Director ANB, Safety Management and Monitoring
Mr.	Peter I. Noad	Deputy Director Technical Co-operation Bureau
Mr.	Mam Sait Jallow	ICAO RD, Dakar (WACAF)
Mr.	Roger Lambo	Chief, Implementation Support and Development Safety Section
Mr.	Soo-Ho Jun	Implementation Support and Development Safety Officer

**Also present**

Mr.	Christian Schleifer	President, Air Navigation Commission
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**Secretary of the Meeting**

Mr.	Meshesha Belayneh	ICAO RD, Nairobi (ESAF)
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Assisted by:

Ms.	Jimena Blumenkron	Safety Management and Monitoring, ANB, Technical Officer
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