



WARFM (CAIRO)

International Civil Aviation Organization

WORKSHOP ON AIRPORT AND ROUTE FACILITY MANAGEMENT

Cairo, 21 to 24 November 2005

REPORT

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INTERNATIONAL CIVIL AVIATION ORGANIZATION

REPORT ON WORKSHOP MEETING ON AIRPORT AND ROUTE FACILITY MANAGEMENT

(Cairo, 21 to 24 November 2005)

INTRODUCTION

1. The Workshop on Airport and Route Facility Management, convened by ICAO for States in Middle East, Eastern and Southern Africa, met in Cairo from 21 to 24 November 2005. The Workshop was opened by a welcoming address by Mr. Amin Zarroug, Regional Officer, Air Transport of the ICAO Middle East Office.

2. The Workshop was one in a series of informal regional meetings intended to provide a forum for States to receive advice and freely exchange views and information. The meeting focused on economic aspects of the operation and management of airports and air navigation services to encourage consistency and standardization in implementing decisions and recommendations arrived at by Contracting States at formal ICAO meetings.

3. Attending the Workshop were 46 participants from 16 Contracting States. The complete list of participants appears in **Appendix 1**.

4. Mrs. Nawal Hady, Regional Officer, Aerodromes, Air Routes and Ground Aids of the ICAO Middle East Office, served as moderator of the Workshop, while Mr. Östen Magnusson, Chief, Airport and Route Facility Management Section, ICAO Headquarters, served as Secretary and adviser to the meeting, assisted by Mr. Zarroug.

5. The following agenda was adopted:

1. ICAO policy on airport and air navigation services charges
2. Organizational structures of airports, including commercialization
3. Airport financial management and airport charges on air traffic
4. Development and management of non-aeronautical activities
5. Infrastructure financing
6. Organizational structures of air navigation services, including international cooperation
7. Financial management of air navigation services and air navigation services charges.

This report was prepared by the Secretary after the conclusion of the Workshop.

6. The Workshop conducted its discussions in Arabic and English. The agenda, with accompanying notes presented by the Secretariat in WP/1, together with other papers as well as certain ICAO publications relevant to the various agenda items, constituted the documentation for the meeting. A list of the documentation appears in **Appendix 2**.

AGENDA ITEM 1: ICAO POLICY ON AIRPORT AND AIR NAVIGATION SERVICES CHARGES

7. The Workshop based its discussions under this agenda item on the three principles set forth in Article 15 - Airport and similar charges - of the *Convention on International Civil Aviation* (the Charter of ICAO, also referred to as the Chicago Convention); *ICAO's Policies on Charges for Airports and Air Navigation Services* (Doc 9082/7), more specifically the principles addressing certain organizational and managerial issues (paragraphs 7 to 20) and principles and practices recommended with regard to airport charges (paragraphs 21 to 35 and Appendix 1), and to air navigation services charges (paragraphs 36 to 51 and Appendix 2); and Assembly Resolutions A35-18 – *Consolidated statement of continuing ICAO policies in the air transport field* – Appendix F, Airports and air navigation services, and A35-5 – *Consolidated statement of continuing ICAO policies and practices related to environmental protection* – Appendix I, Market-based measures regarding aircraft engine emissions.

8. Various aspects of ICAO's policy in the area of airport charges were discussed, such as cost recovery of security measures and cross-subsidization within a national airport network. It was pointed out that domestic airports which generate traffic to international airports require enhanced security measures. The question whether fencing of an airport should be considered as a security measure was raised. Concerning threats such as missiles against civil aircraft were referred to as national security responsibilities where the costs involved should not be included in the cost basis for airport charges. The discussions also covered various aspects of ICAO's policy in the area of air navigation services charges, including its applicability in the context of cost recovery of CNS/ATM systems and search and rescue (SAR) services. It was emphasized here, as during discussion of other agenda items of the Workshop, that the requirements on equity and transparency in ICAO's policy were key issues in the cooperation between providers of services and users.

AGENDA ITEM 2: ORGANIZATIONAL STRUCTURES OF AIRPORTS, INCLUDING COMMERCIALIZATION

9. Discussions under this agenda item were based on paragraphs 10 to 20 of the *ICAO's Policies on Charges* in Doc 9082/7, in particular the policy guidance on autonomy and privatization, independent mechanism for economic regulation, performance parameters and best commercial practices; Chapter 2 – Organizational Structures of Airports – of the *Airport Economics Manual* (Doc 9562/2); and the ICAO Circular on *Privatization in the Provision of Airports and Air Navigation Services* (Circular 284-AT/120).

10. The Workshop addressed such matters as ownership and management options, advantages with financial autonomy and autonomous authorities, charter of an autonomous airport authority and responsibilities of States. Special attention was given to the definitions regarding privatization, private involvement and commercialization. A discussion of the present situation in airport ownership and management of the States represented at the Workshop showed that most of the different forms of ownership

and management available were applied in the regions concerned. It was noted that even when a State had delegated the operation of airports to autonomous bodies it kept its responsibilities under Article 28 of the Chicago Convention.

AGENDA ITEM 3: AIRPORT FINANCIAL MANAGEMENT AND AIRPORT CHARGES ON AIR TRAFFIC

11. The discussions on airport financial management were based on the *ICAO's Policies on Charges* in Doc 9082/7, in particular paragraphs 16, 17, 21, 22 and Appendix 1; the guidance contained in Chapter 3 - Airport Financial Control, and Chapter 4 - Determining the Cost Basis for Charging Purposes, of the revised *Airport Economics Manual* (Doc 9562/2).

12. The ensuing exchange focused on the purpose, scope and interrelationship of financial control and accounting in airport planning and management; descriptions of accounting systems designed to meet specific requirements; means of measuring performance and productivity; the practical application of financial data for the purpose of determining the cost basis for airport charges on air traffic and the costs attributable to concessions and other non-aeronautical activities; and the reporting to ICAO of airport financial data on ICAO Air Transport Reporting Form J.

13. It was noted that performance measuring and benchmarking were important tools in the context of commercialization and privatization of airports. The Workshop was informed of recent work by ICAO in the field of performance measuring of the air navigation system. The meeting broke into ten different working groups: seven groups discussed performance metrics related to airports while the other three groups discussed performance metrics related to air navigation services.

14. Turning first to airport performance metrics, several groups made the comment that safety metrics would have to be customized to the airports concerned and related to the actual number of flights rather than be measured by million. The proposed delay metrics, included in tables in handouts number 2 and 9, were considered to be too vague to identify the problems and reasons behind delays. It was also noted that the suggested performance metrics were not qualitative-oriented as measures relating to customer satisfaction were missing. Furthermore, it was suggested that metrics related to non-aeronautical activities should also be considered.

15. With regard to air navigation services it was suggested that safety metrics should focus on the reduction in accidents and incidents and be expressed in percentage. As with airports it was considered as important to find out the reasons behind delays whether they depended on the operator (user) or the ATM entity. In addition to the metrics proposed, one group thought that it would be of value to measure the accuracy of aeronautical information services, including meteorological services.

16. Also under this agenda item, the Workshop discussed airport charges on air traffic. The Workshop based its discussions on paragraphs 23 to 31 and 33 of the *ICAO's Policies on Charges* in Doc 9082/7; and Chapter 5 - Charges on Air Traffic and their Collection - of the *Airport Economics Manual* (Doc 9562/2). Participants from several States expressed problems with collection of airport (and air

navigation services) charges. Here, the Secretary emphasized that some essential principles for a successful collection were included in paragraph 18 of *ICAO's Policies on Charges* (Doc 9082/7). On a particular question concerning consultations with users, the meeting was advised that the establishment of a users' reference group with regular meetings could contribute to a better future understanding for the needs to make investments and increase charges.

AGENDA ITEM 4: DEVELOPMENT AND MANAGEMENT OF NON-AERONAUTICAL ACTIVITIES

17. Discussions under this agenda item were based on paragraphs 22 i), 22 vii), 34 and 35 of the *ICAO's Policies on Charges* in Doc 9082/7; and Chapter 6 – Development and Management of Non-Aeronautical Activities – of the *Airport Economics Manual* (Doc 9562/2).

18. Among the subjects discussed were the relative significance of the contribution that non-aeronautical revenues can make to overall airport finances; the various types of non-aeronautical activities at airports; their planning and selection; the extent to which airports should operate individual activities themselves; internal administrative arrangements and promotional aspects of developing non-aeronautical activities; setting fees and charges for non-aeronautical activities, including determining market value and the use of tenders; and contractual aspects. The Workshop broke into small discussion groups, which addressed potential new non-aeronautical activities. Each group reported its findings to the workshop as a whole.

19. Examples of new non-aeronautical activities which were not already common in the regions represented at the Workshop were daycare service, recreational activities for passengers (e.g. gym, health care and local sightseeing), conference service and internet service. It was obvious that some basic services were not available at all airports; for example, bus transportation to the nearest city and long-term car parking. Examples of “new” activities suggested were dedicated VIP-lounges for passengers willing to pay for such service, promotion of antiques and culture as well as flight simulators for passengers.

AGENDA ITEM 5: INFRASTRUCTURE FINANCING

20. Under this agenda item, the Workshop based its discussions on Chapter 7 - Financing Airport Infrastructure - of the *Airport Economics Manual* (Doc 9562/2) and Chapter 5 – Financing Air Navigation Services Infrastructure - of the *Manual on Air Navigation Services Economics* (Doc 9161/4). Reference was also made to the *ICAO's Policies on Charges* in Doc 9082/7, paragraphs 24 and 42, which address the newly developed ICAO policy on pre-funding of projects; and paragraphs 32 and 50, which emphasize the importance of consultation between airports and air navigation services providers and users when new or major developments of existing facilities are being planned, and that users provide relevant planning data pertaining to their operations.

21. The exchange of views addressed the purpose, scope and application of various financial and economic analyses, the purpose and contents of a financing plan and other aspects related to such a plan. Furthermore, the Workshop discussed various sources of financing, including the development of the International Financial Facility for Aviation Safety (IFFAS), the establishment of which had been adopted by

the ICAO Council on 4 December 2002. It was emphasized that IFFAS should only be considered as a last resort to finance safety-related projects primarily identified through ICAO's Universal Safety Oversight Audit Programme (USOAP).

AGENDA ITEM 6: ORGANIZATIONAL STRUCTURES OF AIR NAVIGATION SERVICES, INCLUDING INTERNATIONAL COOPERATION

22. Discussions under this agenda item were based on paragraphs 10 to 18 of the *ICAO's Policies on Charges* in Doc 9082/7 (see agenda item 2 above); Chapter 2 - Organizational Structures of Air Navigation Services; and Chapter 3 – International Cooperation of the *Manual on Air Navigation Services Economics* (Doc 9161/4). Chapter 2 provides guidance on the basic organizational characteristics of the air navigation services provision and describes the basic forms under which air navigation services operate, while Chapter 3 addresses relevant aspects of international operating agencies, joint charges collection agencies, multinational facilities and services, joint financing arrangements and political cooperation. As under Agenda Item 2, reference was made to the *Study on Privatization in the Provision of Airports and Air Navigation Services* (Circular 284-AT/120).

23. The Workshop discussed the issue of potential problems with international cooperation. In this context concern was expressed with regard to cost recovery of facilities and services to be provided in the lower airspace in relation to the harmonization and consolidation of air traffic services in the upper airspace.

AGENDA ITEM 7: FINANCIAL MANAGEMENT OF AIR NAVIGATION SERVICES AND AIR NAVIGATION SERVICES CHARGES

24. The Workshop based its discussions on this agenda item on paragraphs 36 to 51, and Appendix 2 of the *ICAO's Policies on Charges* in Doc 9082/7; Chapter 3 – Financial Control of Air Navigation Services, Chapter 4 - Determining the Cost Basis for Air Navigation Services Charges - and Chapter 5 – Air Navigation Services Charges and their Collection - of the *Manual on Air Navigation Services Economics* (Doc 9161/4).

25. The exchange of views centered on various aspects of determining the cost basis for air navigation services charges, including the facilities and services to be taken into account when calculating the total costs involved; the allocation of the costs with respect to non-aeronautical utilization as well as dual airport and en-route utilization; and the allocation of en-route costs among categories of users, including parameters to be applied for that purpose. Special attention was given to the cost recovery aspects of the provision of meteorological aeronautical services, an issue which had become of relevance in many States where the National Meteorological Service has to be financially self-sufficient. Also, the participants noted the usefulness to States themselves of filing Forms K and L (available online), as this provided, at the same time, a valuable data base for their own planning and management of air navigation services.

26. During the discussions, attention was focused on such subjects as the lack of proper analytical accounting for the establishment of the cost basis for charges, principles relating to air navigation services charging systems, charging systems parameters, benchmarking, collection of charges, collection problems, and

consultation with users regarding charges. Please note, that the issues concerning performance measuring and collection problems were discussed under agenda item 3.

APPENDIX 1

LIST OF PARTICIPANTS

NAME	TITLE & ADDRESS
ALGERIA Mr. Mohamed Ouadia	Director EGSA/Alger Airport Algeria Fax: 00213 21 50 92 37 Tel: 00213 21 50 92 37 Mobile: 213 61 50 27 98
Mr. Cheikh Djaber	Charge du Controle de Gestion EGSA/Oran Airport d'es Senia Algeria Fax: 0041 591 077 Tel: 0041 591 021 Mobile: 072 797 040
Mr. Miloud Taleb	Director of Setif Airport EGSA/Setif Airport Algeria Fax: 00213 3693 3163 Tel: 00213 3693 3145 Mobile: 070 944 233
Mr. Sid-Ahmed Tazka	Director Financial E.N.N.A. No. 1 De l'indépendance Algeria Fax: 00213 2165 7444 Tel: 00213 2165 7444 Mobile: 00213 7093 1865
BURUNDI Mr. Harahagazwe Reverien	Air Transport Chief Service Bujumbura Int'l Airport P.O. 694 Bujumbura Burundi Fax: 00257 223 428 Tel: 00257 223 707 Mobile: 00257 841 857 E-Mail: rsa@cbinf.com

DEMOCRATIC REPUBLIC OF CONGO Mr. Ngeleka Banza Gustave	 Airport Manager Lubumbashi Int'l Airport P.O. Box 7005, Lubumbashi Democratic Republic of Congo Tel: 00243 081 255 0682 Mobile: 00243 099 990 5275 E-Mail: ngelekabanza2000@yahoo.fr
Mr. Alexis Kifoto Ma-Lemba-Lemba	Technical Director Administrator of RVA Coin Avenues Kabasele et Aerodrome B.P. 6574 KIN31 Democratic Republic of Congo Tel: 00243 997 382 331 Mobile: 00243 817 150 237 E-Mail: alexis_kifoto@yahoo.fr rva@raga.net
Mrs. Omanga Opunga Marie	Facilities Manager of Ndjili Int'l Airport Av. Venus 223, Limete – Kinshasa Democratic Republic of Congo Tel: 00243 813 331 298 Mobile: 00243 999 946 558 E-Mail: mary_om61@hotmail.com
EGYPT Mr. Mohamed Ammar	 Director of Following up the Regional Recommendations Cairo Air Navigation Center (CANC) Cairo Airport Road Cairo – Egypt Tel: 267 1056 Mobile: 010 3392748 E-Mail: atefammar954@hotmail.com
Mr. Ahmed Ghonemi	General Director of International Relations Ministry of Civil Aviation Buildings Cairo Airport Road Cairo – Egypt Fax: 268 5420 Tel: 414 5389 Mobile: 012 5758728 E-Mail: eng_seoudi@hotmail.com eng_seoudi@yahoo.com

Mrs. Nevien Ahmed Said	General Manager of Financial & Economic Affairs NANSC National Air Navigation Services Com. Cairo – Egypt Fax: 267 8542 Tel: 269 0048 Mobile: 010 5229116 E-Mail: nvnsaied@yahoo.com
Mr. Hassan Mahmoud Sadek	AIS & MAP General Director Cairo Airport Road Complex of CA Cairo – Egypt Tel: 02 404 5632 Mobile: 012 2679387 E-Mail: hassan_sadek_ECAA@yahoo.com
Mr. Stuart Logie	Director, ATC Business Development Memotec, Inc. Saint Laurent Quebec H4S 1P7 Canada Fax: 514 738 4436 Tel: 514 738 4781 Ext. 4435 Mobile: 514 867 7297 E-Mail: stuart.logie@memotec.com
Mr. Mohey El Din Ragheb	General Manager Co-operation External Affairs NANSC Cairo Air Navigation Center Cairo – Egypt Fax: 268 0617 Tel: 268 0617 E-Mail: mohey-ragheb@ansceg.org
Mr. Ehab Mohamed El Amir	Manager of Operation and Crisis Center Cairo Airport Fax: 265 3262 Tel: 265 4806/3264 Mobile: 0101612991 E-Mail: ehabel_amir@hotmail.com
ETHIOPIA Mr. Endeshaw Yigezu	Head, Planning and Statistics Division Addis Ababa - Ethiopia Fax: 00251 011 665 0281 Tel: 00251 011 665 0251 Mobile: 251911698627 E-Mail: endeshawyigezu@yahoo.com

Mr. Elias Mahmmud Jewhar	Statistician P.O. Box 978 Addis Ababa - Ethiopia Fax: 00251 11 665 0281 Tel: 00251 11 665 0251 Mobile: 251911171156 E-Mail: elias_mahmmudjs@yahoo.com
Mr. Alemayehu Tekle Getahun	General Manager Ethiopian Airport Enterprise Addis Ababa - Ethiopia Fax: 00251 011 665 0686 Tel: 00251 011 665 0565 Mobile: 251091125 3351
Mr. Solomon Yimer	Marketing Manager Ethiopian Airport Enterprise Addis Ababa - Ethiopia Fax: 00251 011 665 0686 Tel: 00251 011 665 0550 Mobile: 0911201268 E-Mail: Bole.a.p.a.p@telecom.net.et
Mr. Tekle Borena	Manager of Finance Ethiopian Airport Enterprise Addis Ababa - Ethiopia Fax: 00251 011 665 0686 Tel: 00251 011 665 0601 Mobile: 0911882244 E-Mail: Bole.a.p.@ethionet.et
Mr. Fekadu Wolde	Senior Air Transport Expert Ethiopian Airport Enterprise P.O.Box 978 Addis Ababa - Ethiopia Fax: 00251 011 665 0281 Tel: 00251 011 665 0251 Mobile: 25191615782 E-Mail: Fekadu-wosefer@yahoo.com

Jordan Eng. Ali Khalayleh	Director Amman Civil Airport Civil Aviation Authority P.O. Box 7547 Amman – Jordan Fax: 00489 2624 Tel: 00489 6577 Mobile: 0795140997 E-Mail: dammairport@jcaa.gov.jo
Kenya Mr. James Kimuyu	Chief Planning Officer Kenya Civil Aviation Authority P. O. Box 30163 Nairobi - Kenya Tel: 00254 0282 7470 Mobile: 0722312423 E-Mail: kcaa@nbnet.co.ke
Mauritius Mr. Sanjeev Guness	Head of Operations Airports of Mauritius Ltd. SSR International Airport Plaine Magnien, Mauritius Fax: 00230 603 6100 Tel: 00230 603 6162 Mobile: 230 728 7105 E-Mail: sanjeev.guness@aml.mru.aero
Qatar Mr. Abdulla Mohammed Al-Noaimi	Head of Service Affair and Airport Security Civil Aviation Authority State of Qatar Fax: 00974 4557 249 Tel: 00974 4557 242/243 Mobile: 00974 5563353 E-Mail: qtr007@hotmail.com

Mr. Ali Al Kuwari	Head of Finance Civil Aviation Authority State of Qatar Fax: 00974 4557 132 Tel: 00974 4557 130 Mobile: 00974 5524511 E-Mail: libinhamad@hotmail.com
SAUDI ARABIA Mr. Ali Al Hunaiti	Financial Advisor P.O.Box 45165 Jeddah 21512 Kingdom of Saudi Arabia Tel: 00966 2640 3518 Mobile: 00966 5629 360 E-Mail: alhunaitiah@yahoo.com
Dr. Ali H. Al Zahrani	Systems Engineering Ministry of Defense & Aviation Presidency of Civil Aviation Airways Engineering P.O. Box 15441, Jeddah 21444, Kingdom of Saudi Arabia Fax: 00966 671 9041 Tel: 00966 671 7717 Ext 111 Mobile: 00966 556 774 000 E-Mail: dr_ahz@yahoo.com
Mr. Youssef I. Al Abdan	Training & Evaluation Manager Air Traffic Services Unit King Fahd Int'l Airport P.O. Box 13676, Dammam, 31414 Kingdom of Saudi Arabia Fax: 00966 3 8831290 Tel: 00966 3 883 1250 Mobile: 00966 50 5690457 E-Mail: al-abdan@usa.net
Mr. Ibrahim Bin Salman	Finance Controller King Abdullaziz Int'l Airport Jeddah P.O. Box 6326, Jed 21442 Kingdom of Saudi Arabia Fax: 685 1308 Tel: 685 4209 Mobile: 050 566 9511

REPUBLIC OF SOUTH AFRICA Ms. Susann Brits	 Manager Business Development Air Traffic and Navigation Services Co. (ATS) Private Bag X 1 Kempton Park, 1620 Republic of South Africa Fax: 00271 1392 3868 Tel: 00271 1961 0324 Mobile: 27825699849 E-Mail: susannb@atns.co.za
Mrs. Elizabeth Mpye	Deputy Director: Airports and Airspace Dept. of Transport Private Bag X 193 Pretoria Republic of South Africa Fax: 00271 2309 3922 Tel: 00271 2309 3007 Mobile: 27732859135 E-Mail: mpyeE@dot.gov.za
Ms. Janine Prins	Assistant Director Airports and Airspace Dept. of Transport P.O. Box. 193, Pretoria, 0001 Republic of South Africa Fax: 002712 309 3922 Tel: 002712 309 3498 Mobile: 0828577931 E-Mail: prinsj@dot.gov.za
SUDAN Mr. Mohamed Hassan	 Regional Airport Civil Aviation Sudan P.O.Box 430 Sudan Fax: 00768 338 Tel: 00768 338 Mobile: 0912919351
Mr. Awad Elkrm Alrhman Arhman	T. Services and Safety Khartoum Airport Sudan Fax: 00779 147 Tel: 00782 708 Mobile: 091249244494

SYRIA Mr. Fayez Zena	Financial GOCA Damascus, Syria Fax: 00334 83241 Tel: 00334 83240 E-Mail: ebedgh@hotmail.com
Mr. Housin Al Chehada	Air Traffic Controller Officer Damascus International Airport Damascus, Syria Fax: 009631 1334 83241 Tel: 009631 1334 83240 E-Mail: ebedgh@hotmail.com
Mr. Abd Al Ghni Al Ahmad	Air Transport Director Damascus Ministry of Transport Damascus, Syria Fax: 00963 11 335 01920 Tel: 00963 11 471 3082 Mobile: 00263 98 297 532 E-Mail: ebedgh@hotmail.com
UNITED REPUBLIC OF TANZANIA Mr. Japhet Urio	Airport Operation Manager P.O.Box 10 Kilimanjaro Int'l Airport United Republic of Tanzania Fax: 00255 2725 54521 Tel: 00255 2725 54244 Mobile: 0787 000008 E-Mail: urio@kadco.co.tz
Mr. Mumtazhussein Roshan Alloo	Director Air Navigation Services Tanzania Civil Aviation Authority P.O.Box 2819 Dar Es Salaam, United Republic of Tanzania Fax: 00255 22 2118905 Tel: 00255 22 2124654 Mobile: 255 744 335623 E-Mail: malloo@caa.go.tz

Mr. Prosper Peter Msellem	Manager Planning & Statistics J. K. Nyerere Int'l Airport P.O. Box 18000 Dar Es Salaam, United Republic of Tanzania Fax: 00255 2228 44495 Tel: 00255 2228 42402/3 Mobile: 255 744 469599 E-Mail: pmsellem@airports.go.tz
Mr. Fadhili Josiah Manongi	Director, Economic Regulation Tanzania Civil Aviation Authority, P.O. Box 2819 Dar Es Salaam, United Republic of Tanzania Fax: 00255 211 8905 Tel: 00255 222 122 733 Mobile: 255 748 499 660 E-Mail: fmanongi@caa.go.tz
Mr. Efatha Anaseli Lyimo	Manager Commercial MJKNIA P..Box 18032 Dar Es Salaam United Republic of Tanzania Fax: 00255 2228 44373 Tel: 00255 2228 44324/8 Mobile: 255 741 616318 E-Mail: mc@dia.go.tz ealyimo@hotmail.com
TUNISIA Mr. Ahmed Khadhraoui	Chief of Service Operation Management Civil Aviation and Airports Authority (OACA) Airports Operating Manager – Tunisia Fax: 00216 7175 2033 Tel: 00216 7175 4989 Mobile: 21696665366 E-Mail: ahmed.kadhraoui@oaca.nat.tn
YEMEN Mr. Abdalh Nagi Alansi	Manager of Revenue Sana'a Airport Civil Aviation and Met Authority P.O. Box 104 Sana'a – Yemen Fax: 00967 1272 622 Tel: 00967 1345 861 Mobile: 0096777774793

Mr. Abdurahman Husein Al Garadi	Manager of Revenue CAMA Civil Aviation and Met Authority P.O. Box 1042 Sana'a – Yemen Fax: 00967127 2622 Tel: 00967127 2057 Mobile: 0096777206040
ICAO Mr. Östen Magnusson	Chief, Airport and Route Facility Management Section ICAO Headquarters - Montreal Tel: (514) 954 6122 Fax: (514) 954 6744 E-mail: omagnusson@icao.int
Eng. Nawal A. Abdel Hady	Regional Officer, Aerodromes and Ground Aids Middle East Regional Office – Cairo Tel.: +202 267 4841/45/46 ext. 102 Fax: +202 267 4843 E-mail: Nahady@cairo.icao.int
Mr. M. E. Amin Zarroug	Air Transport Officer Middle East Office – Cairo

APPENDIX 2

LIST OF DOCUMENTATION

Working Paper/Handout No.	Subject	Presented by
WP-1	Agenda and accompanying notes	Secretariat
Handout No. 1	Extract from <i>Airport Economics Manual</i> (Doc 9562), Chapter 2 — Organizational Structures of Airports	Secretariat
Handout No. 2	Extract from <i>Airport Economics Manual</i> (Doc 9562), Chapter 3 — Airport Financial Management	Secretariat
Handout No. 3	Extract from <i>Airport Economics Manual</i> (Doc 9562), Chapter 4, D — Methods For Attributing Non-Aeronautical Revenues To An Airport's Cost Base	Secretariat
Handout No. 4	Extract from <i>Airport Economics Manual</i> (Doc 9562), Chapter 5, D — Consultation With Users	Secretariat
Handout No. 5	Extract from <i>Airport Economics Manual</i> (Doc 9562), Chapter 7, C — Economic And Financial Analyses	Secretariat
Handout No. 6	Extract from <i>Airport Economics Manual</i> (Doc 9562), Appendix 3 — Service level agreements	Secretariat
Handout No. 7	Extract from <i>Airport Economics Manual</i> (Doc 9562), Appendix 6 — Pre-funding of capital projects through charges	Secretariat
Handout No. 8	Extract from <i>Manual On Air Navigation Services Economics</i> (Doc 9161), Chapter 3 — International Cooperation	Secretariat
Handout No. 9	Extract from <i>Manual on Air Navigation Services Economics</i> (Doc 9161), Chapter 4, C — Means of measuring performance and productivity	Secretariat
Handout No. 10	Extract from <i>Manual On Air Navigation Services Economics</i> (Doc 9161), Chapter 6, C — Allocation Of Costs	Secretariat
Handout No. 11	Extract from <i>Manual On Air Navigation Services Economics</i> (Doc 9161), Chapter 7, B — Application Of Economic Pricing Principles	Secretariat
Handout No. 12	Extract from <i>Airport Economics Manual</i> (Doc 9562), Chapter 6 — Development and Management of Non aeronautical Activities	Secretariat

ICAO PUBLICATIONS

Doc 7300/8	Convention on International Civil Aviation
Doc 9082/7	ICAO's Policies on Charges for Airports and Air Navigation Services
Doc 9764, ANSConf 2000	Report of the Conference on the Economics of Airports and Air Navigation Services
Doc 7100 – 2004 Edition	Tariffs for Airport and Air Navigation Services
Circular 284-AT/120	Study on Privatization in the Provision of Airports and Air Navigation Services
Doc 9828	Report of the Eleventh Air Navigation Conference (2003)

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