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**REPORT TO THE TENTH MEETING OF THE CONFERENCE
OF AFRICAN MINISTERS OF TRANSPORT AND COMMUNICATIONS
ON THE SPECIAL MEETING OF MINISTERS IN
RELATION TO THE IMPLEMENTATION OF THE
YAMOOUSSOUKRO DECLARATION**

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I. INTRODUCTION

1. In 1988, African Ministers responsible for Civil Aviation met to take measures for the development of the African air transport industry faced with deregulation and liberalization policies.
2. At the end of their meeting, they adopted the Yamoussoukro Declaration on a new African Air Transport Policy. By adopting this Declaration, they undertook to work individually and collectively in order to create an environment for cooperation among and integration of African airlines.
3. In that connection, they established a time-frame for cooperation, spread over eight years in the special areas of interest such as exchange of air traffic rights, funding of aeronautical activities, improvement of management, aircraft noise, products sales by computerized reservation system; etc. They set up, in addition, a mechanism for the coordination of activities.
4. In its report presented to the ninth meeting of the Conference of African Ministers of Transport and Communications held in Addis Ababa, Ethiopia, in March 1993, ECA highlighted the delay in implementing the Declaration, especially in respect of cooperation and the integration of African aeronautical activities. The Conference therefore asked ECA to organize a meeting of the Ministers of Civil Aviation with a view to finding ways and means of speeding up the implementation of the Declaration. At the kind invitation of the Government of Mauritius, ECA organized on 9 September, 1994, the said meeting preceded by the Experts' meeting, on 7 and 8 September, 1994.

5. The meeting considered the regional report produced by ECA on the implementation of the Declaration as well as the reports produced by the five subregional coordinating Ministers. It also considered the document produced by the working group set up by ECA to resolve the issue of implementing the Declaration. The working group's meeting was chaired by the Director of the Tunisian Civil Aviation and attended by ECA, AFCAC, AFRAA, SATCC, Tunisia, Nigeria, Gabon, Air Afrique, Ethiopian Airlines and Tunis Air.

II. ATTENDANCE

6. Of the 53 countries invited, 42 actually attended the meeting. In addition, 30 airline companies, 11 organizations and six observers took part in the work of the meeting.
7. The meeting was chaired by the representative of the Republic of Mauritius. Also in attendance were the President of the Governing Council of ICAO and the Managing Director of IATA. The ministerial meeting was formally opened by the Vice Prime Minister of the Republic of Mauritius.

III. MAJOR OBSTACLES IDENTIFIED

8. The following factors were identified by the meeting as constituting major obstacles to the speedy implementation of the Declaration:
 - (a) Lack of effective support by governments to integration and cooperation policies;
 - (b) Rivalry among the airlines;
 - (c) Protectionism in the granting of traffic rights;
 - (d) Financial difficulties coupled with restructuring and privatisation policies;
 - (e) Traditional ways of going it alone; and
 - (f) Socio-economic and political conditions in Africa.

9. The problem-solving document contains several measures including those related to traffic rights; incorporating the Declaration into national policies; achieving the integration objective by the year 2000, granting autonomy to airlines and airport management authorities; regional, subregional and national coordination machinery; airspace rationalization; the establishment of multinational mechanisms; the design and setting up of the legal framework required for the implementation of the decisions taken in Mauritius; the transfer of revenues, etc.
10. The solutions adopted were the outcome of comprehensive and frank deliberations. The climate under which the deliberations transpired attests to the resolve of member states to pursue the objectives of the Yamoussoukro Declaration and leave no stone unturned in implementing the decisions taken in Mauritius.
11. The decisions adopted in Mauritius are cited in the paragraphs below, as follows:

(i) Incorporation of the Declaration

Incorporation of the Yamoussoukro Declaration into the national policies effective immediately after the meeting in Mauritius, pending the setting up of a legal framework for a multilateral agreement to be ratified by African governments. In this regard, countries have a period of one year to finalise this procedure and inform ECA accordingly.

(ii) Traffic rights

While working in concert to create multinational airlines, African States have agreed to exchange traffic rights with a great deal of flexibility. In this context, they agreed to complete within the subregions, over a period of two years, the liberalization of traffic lights in line with the plan laid out in the document adopted in Mauritius.

(iii) Cooperation

Cooperation efforts already started should be pursued towards the establishment of multinational airlines.

(iv) Role of Governments

Governments should immediately request airlines to establish cooperation and integration programmes covering the period 1995-2000. They should revamp the airlines and encourage them to be more productive and more efficient by moving towards the commercialization of their activities and encouraging the injection of adequate capital. They should, in addition, provide training and keep qualified staff within the airlines.

(v) Coordination Machinery

A coordination machinery was set up at national, subregional and regional levels. Subregional economic organisations which played very important roles in the activities geared towards the implementation of the Declaration were coopted into the regional machinery.

(vi) Implementation Time-frame

Governments and airlines were urged to take necessary measures to implement the various phases and complete phase III, if possible, by the year 2000.

(vii) Supplementary measures

The Ministers adopted supplementary measures required for the creation of a conducive environment to the expansion of African and international air transport. These are measures related to the rationalised use of airspace, air transport charges, facilitation, security, transfer of surplus revenues, designation of airlines, establishment of a multinational machinery and the legal framework required for the effective application of the decisions taken in Mauritius.

IV. FOLLOW-UP ACTIONS BY ECA

12. Following the meeting in Mauritius, ECA has carried out the following activities:

(a) Drafting the legal framework

ECA has hired for a period of three months a consultant who is drafting the necessary legal framework for the implementation of the decisions adopted in Mauritius. Once the legal framework is drafted, it will be submitted to African countries for adoption. The same consultant will draft the framework under which interested countries might establish multinational airlines.

(b) Cooperation framework

In order to facilitate the integration and cooperation process, a consultant has been hired to determine on a subregional basis, the areas of cooperation for conducting concrete, short-term implementable activities. These documents will serve as a basis for the review and appraisal of the implementation of the Declaration within each African subregion. Attention will be focused on the development of routes and granting of traffic right in accordance with the spirit of the decisions adopted in Mauritius.

(c) Operating the coordinating machinery

ECA has contacted all the coordinating ministers and requested them to take measures necessary for the smooth running of the national and subregional machineries. The first regional meeting to discuss the work of the regional machinery will be presided over by the Minister of Gabon and will be organized as soon as the consultants' reports are available. Its purpose will be to consider the two reports and establish an implementation schedule for the selected activities. ECA will lend its technical support to all the coordinating machineries.

(d) Incorporation of the Yamoussoukro Declaration in national policies

ECA drew the attention of member states to the need to embark on the integration process and inform it of progress made. Accordingly, some countries shall be reporting during the meeting on steps taken in this regard.

(e) Sub-regional meeting

ECA intends to organise in concert with AFRAA, AFCAC and other African subregional organizations consultative meetings for airline managing directors and directors of civil aviation in order to consider the development of subregional and regional routes and traffic rights. Decisions taken in these meetings will be submitted to the subregional coordinating ministers for necessary action.

V. CONCLUSION

13. The meeting of the Ministers responsible for Civil Aviation held in Mauritius, took a significant step in the annals of African air transport industry for it tackled the issues of integration and cooperation from a practical angle.
14. The implementation of the Declaration depends on all the associated partners as indicated in the summary table of activities adopted by the ministers. The momentum generated in Mauritius should be maintained for on it depends the very survival of African air transport.
15. The fourth ICAO World air transport meeting held in Montreal in November/December 1994 demonstrated again that the principles contained in the Yamoussoukro Declaration are in consonance with the pattern of regulatory policies emerging in other regions of the world.

VI. ACTIONS REQUESTED

16. ECA requests the representatives of the coordinating ministers and member countries to report on actions undertaken to incorporate the Yamoussoukro Declaration into national policies. Furthermore, ECA requests the establishment of national and subregional programmes of action for the implementation of the decisions adopted in Mauritius.
17. ECA also requests member countries and subregional organizations to give required clearance for consultancy missions and to assist such missions in drafting guidelines for the implementation of the Declaration.