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**REPORT OF THE SUB-REGIONAL MEETING OF EXPERTS  
OF CIVIL AVIATION AND AIRLINES FROM EASTERN AND SOUTHERN AFRICA  
ON THE YAMOUSSOUKRO DECLARATION**

**Mauritius, 28 - 30 November 1990**

**A. ORGANIZATION**

1. The meeting of experts from Civil Aviation Authorities and airlines from Eastern and Southern Africa on the implementation of the Yamoussoukro Declaration was held at Curepipe, Mauritius, from 28th to 30th November, 1990.

**B. ATTENDANCE**

2. The following member States of the United Nations Economic Commission for Africa attended the meeting: Botswana, Burundi, Comores, Ethiopia, Madagascar, Malawi, Mauritius, Kenya, Seychelles, Somalia, Tanzania, Uganda and Zambia.

3. Also represented at the meeting were the following intergovernmental and International Organisations: the African Airlines Association (AFRAA), the African Development Bank (ADB), the International Civil Aviation Organisation (ICAO) and the Preferential Trade Area for Eastern and Southern African States (PTA).

**C. OPENING OF THE MEETING**

4. The representative of the Executive Secretary of ECA stated that the Yamoussoukro Declaration on a New Air Transport Policy stressed that the future of African air transport vis-à-vis world challenges lay in co-operation through the following three main objectives: (a) the integration of the airlines, within a period of 8 years spread out in three phases; (b) definition of an African position with regard to the computer reservation system and noise standards and (c) the setting-up of an African leasing and financing company to facilitate acquisition of air transport equipment.

5. He said that the Ministers after adopting the conclusions reached by the experts, set up follow-up mechanisms and entrusted the task of co-ordinating the implementation of the objectives to the Economic Commission for Africa (ECA) in co-operation with the Organisation of African Unity (OAU) the African Civil Aviation Commission (AFCAC) and the African Airlines Association (AFRAA) and designated a Minister for each sub-region.

6. He further recalled the three phases of implementation the first of which was for exchange of information on airline services and facilities, their effective operation through gateway airports and their eventual amalgamation; the second was joint operation on international routes and in both the commercial and technical aspects of their business, and the third, their total integration through the consortium, joint operation or merger formula.

7. He gave the objective of the meeting which was to familiarize the various airlines of the sub-region with one another, to exchange information and identify areas of co-operation. ECA, he continued, had carried out a sub-regional study for the implementation of the Yamoussoukro Declaration in the sub-region which they were free to adopt, amend, reject or use to define other types of co-operation.

8. He then went on to justify ECA's mandate to organize the meeting which it traced to the African Ministers and the Yamoussoukro Inter-Agency Co-ordinating Committee, although the Commission's role was merely that of a catalyst, as the implementation of the Declaration was mainly the business of Governments and airlines.

9. In conclusion, he thanked Air Mauritius for having hosted this meeting which exemplifies its commitment to cooperation and he further stressed the importance of the Second United Nations Transport and Communications Decade in Africa (UNTACDA II) for which ECA had been busy drawing up a programme aimed at the development and economic integration of the continent.

10. Speaking on behalf of Air Mauritius, the Chairman and Managing Director, thanked ECA for paying tribute and expressing appreciation to Air Mauritius for its assistance in hosting the conference. He assured the conference that Air Mauritius was fully committed to the objectives of co-operation and for that reason supported the sub-regional meeting. Welcoming the participants to Mauritius, he expressed satisfaction that all States of the Eastern sub-region, delegates from other Southern Africa countries as well as overseas organizations had attended, acknowledging that their presence was evidence of the importance they attached to the sub-regional conference, in view of the rapid transformation and changes in the Airline industry. the impact of those changes and new EEC for pioneering actions aimed at taking the problems, in co-operation with AFCAC and APRAA, in order to secure the survival of African Airlines.

11. He pointed out that inspite of its enormous potential, Africa's total global air traffic production was less three per cent owing to such factors as lack of capital and qualified manpower and absence of meaningful co-operation among African airlines. Addressing the need to face the challenges of escalating investment costs and financial charges, the Representatives of Air Mauritius noted with appreciation the presence of ADB and called for increase utilisation of manapower training facilities in the continent in order to ensure the survival of the African airlines, by promoting realistic co-operation, based on economic sense and commercial principles.

12. He concluded by thanking ECA and paying tribute to the Prime Minister's Office, the Ministry of Internal and External Communication, the Ministry of External Affairs, Air Mauritius and their staff for their help in organizing the meeting.

13. On behalf of the Prime Minister of Mauritius, also Minister for Civil Aviation, the Minister of External Affairs, officially opened the experts meeting. Commending ECA for co-ordinating air transport and for its efforts to resolve relevant complex issues, he expressed gratitude to Air Mauritius for assisting in the preparation of the conference for the East African Sub-region. He recalled the importance ECA attached to air transport, adding that, in adopting the Yamoussoukro Declaration, the Ministers of Transport took into account the adverse consequences of competition by foreign Airlines and the EEC liberalisation policies.

14. Referring to the objectives of the Yamoussoukro Declaration, the Minister highlighted the areas which had been identified including aircraft financing and leasing, fleet planning, maintenance, insurance, manpower training and management improvement, joint operations and exchange of traffic rights, technical co-operation, computer reservation systems, harmonized network and eventual merging and integration of African Airlines. Acknowledging the complexity of the task, the Minister emphasized that progress would not be made if both steps were not taken, since Africa's total traffic share of the global market stood at less than 3%.

15. He thanked ADB and other agencies attending the meeting for their useful contribution in promoting the objectives of the Yamoussoukro Declaration and hoped that the Airlines and Civil Aviation authorities would now facilitate practical results.

16. Highlighting the drawbacks of deregulation in United State and European trends towards liberalisation, the Minister warned that the stability of the bilateral regime which had been established since 1944 under the Chicago convention was in danger of disintegration. This would have detrimental effects on the Third World, unless collective actions was taken to avoid dire consequences and the Yamoussoukro Declaration provided the framework for such action by African Airlines. He then declared open the meeting of the Civil Aviation experts on the implementation of Yamoussoukro Declaration.

### C. ACCOUNT OF PROCEEDINGS

#### Election of officers (agenda item 2)

17. The meeting elected the following officers:

Chairman:	Mauritius
Rapporteur:	Tanzania

18. The Secretariat of the meeting comprised ECA and AFRAA.

#### Adoption of the agenda and provisional work programme (agenda item 3)

19. The meeting adopted the following agenda:

- Opening of the meeting
- Election of officers
- Adoption of the agenda and programme of work
- Presentation by ECA of the study prepared on the implementation of the Yamoussoukro Declaration
- Presentation and consideration of reports and studies prepared by airlines on the implementation of the Yamoussoukro Declaration
- Guidelines for the linkage of African Airlines

- Implementation process of the Yamoussoukro Declaration
- Further work programme
- Ratification of legal instruments
- Any other business
- Adoption of the report and closing of the meeting.

20. The meeting adopted the following timetable:

9:00 - 13:00  
15:00 - 17:30

21. The Representative of PTA made a general statement in which he stressed the need for an effective co-ordination of the implementation of the Yamoussoukro Declaration. He indicated that PTA has a key role to play in the Eastern and Southern Africa sub-region with regard to co-ordinating, drawing-up and execution of programmes and projects under the Second United Nations Transport and Communications Decade in Africa. In fact, the Yamoussoukro Declaration on a New Air Transport Policy for Africa came under the Second Transport and Communications Decade in Africa.

22. He further said that the setting-up of new structures for co-ordinating the implementation of the Declaration could result in duplications and complications of existing structures.

23. With regard to the timeframe for the implementation of the Yamoussoukro Declaration, he invited the meeting and ECA Secretariat to consider the practicability of the implementation timetable for each of three phases, adding that the integration of the airlines could not be accomplished in eight years. He drew the attention of the meeting that two years had already elapsed since the Yamoussoukro Declaration in October 1988, and enquired whether the first phase had been fully implemented as foreseen by the Declaration.

24. He further indicated that with regard to Eastern and Southern Africa, PTA was ensuring implementation of the decisions reached at Yamoussoukro. He informed the meeting that three States, namely - Uganda, Tanzania and Zambia, had just entered into a co-operation agreement for joint operation of inter-continental flights through the formation of the African Joint Air Services (AJAS). During their Ninth Summit held at Mbabane, Swaziland from the 23rd to 24th November, 1990, the PTA Heads of State and Government established a timetable for the preparation of pre-operational activities and the launching of AJAS. The launching was scheduled for April 1991 and other member States of PTA were free to join AJAS.

25. Finally, he thanked the people and Government of Mauritius for the warm welcome extended to all participants since their arrival in the country. He also thanked Air Mauritius for its excellent preparation of the meeting. He then called upon ECA to continue to maintain contacts and consultations with PTA in the context of the implementation of the Yamoussoukro Declaration.

Presentation of the study on Implementation of Yamoussoukro Declaration  
(Agenda item 4)

26. The study on the implementation of Yamoussoukro Declaration on a New African Air Transport Policy: The case of East Africa (Document DEC/TRANSCOM/AIR/42 of April 1990), was introduced by a representative of the ECA secretariat.

27. The ECA representative on presenting the study explained that it was prepared by an independent consultant. The terms of reference of the study was drawn up by ECA on the basis of the implementation programme outlined in phase I of the Yamoussoukro Declaration. Recalling that the report had been earlier circulated to participants, he briefly discussed the findings and recommendations of the report as follows.

28. In principle, the main findings of the study are as indicated below:

- (i) All the airlines of the subregion are fully owned by Governments;
- (ii) The fleets are generally old and consist of operate and maintain;
- (iii) In spite of overcapacity in maintenance facilities in the subregion, airlines in the subregion continue to patronize overseas centres for maintenance;
- (iv) In general the airlines have sufficient training facilities but these are not fully used by the airlines of the subregion;
- (v) There is often direct competition among the subregion's airlines at the major commercial centres, with each having its own commercial representatives;
- (vi) Schedules to certain destinations are duplicated and often overlap, resulting in two or more airlines operating on the same routes on the day in the subregion;
- (vii) The average load factor on international routes for the airlines is 55 per cent and the domestic routes 80 per cent;
- (viii) There is still the problem of refusing to grant freedom rights in order to increase services in the subregion;
- (ix) In the area of co-operation, an impressive number of agreements have been signed by airlines of the subregion among themselves and with foreign airlines in the technical, commercial and training aspects.

29. On the recommendations, he explained that the study covered the following areas of co-operation in the short and medium term, aimed at reducing operating cost and increasing profitability:

- (i) The sharing of existing capacity;

- (ii) The use of training facilities in the subregion by airlines;
- (iii) Giving priority to recruiting local instead of expatriate specialists;
- (iv) Promoting technical and commercial agreements on the maintenance and ground handling of aircraft;
- (v) Joint representation in sales outlets/offices in the key markets both locally and overseas;
- (vi) Increased use of maintenance facilities in the subregion with the aim of reducing contracts with foreign firms;
- (vii) Harmonization of schedules and time tables;
- (viii) Optimum use of hubs in the subregion so as to reduce operating costs;
- (ix) Sharing of the computer reservation systems (CRS) to improve on distribution and reduce expenses, possibly by adopting the Gabriel GETS system recommended by AFRAA.

30. He then declared that the document advocated co-operation aimed at developing multinational airlines in the subregion. Alternative approaches and steps to achieve this are recommended in the report.

31. Following the presentation of the report, participants made comments and sought clarification on specific issues, which were later responded to by the ECA representative.

32. After the general discussion, a consensus was reached on the need to take concrete action to ensure that the various recommendations are implemented within the framework of the Yamoussoukro Declaration.

33. In addition to the recommendations contained in the study, other proposals were made as initial steps in promoting co-operation. The discussions and conclusions on each recommendation and proposal are summarized below:

- (i) Sharing of available capacity: This was accepted and airlines were encouraged to adopt mutually beneficial arrangements;
- (ii) Training: The sharing of available training facilities in the subregion should be encouraged. The following centres were identified in the study namely in Mauritius, Madagascar, Kenya and Ethiopia. PTA has already designated Lusaka and Soroti centres. The representative of ADB said that his organisation would participate in the training programmes with a view to strengthening co-operation among the airlines and improving their performance;

- (iii) Staff recruitment: The meeting expressed the need to give priority to the recruitment of local specialists in the subregion and other parts of Africa, instead of expatriates; in this respect AFRAA and ECA have been requested to compile and circulate a list of specialists available in the sub-region.
- (iv) Joint handling: The airlines were encouraged to operate joint equipment, facilities and services;
- (v) Commercial representation: This area was identified as one of high operating cost which could be reduced significantly through joint representation;
- (vi) Aircraft maintenance: This issue was given the greatest attention as one area of co-operation which could be undertaken immediately. The following maintenance centres were identified which could serve most of the needs of the subregion. They are: Antananarivo, Nairobi, Addis Ababa, Harare, Lusaka and Mauritius. In addition PTA has recognised Kilimanjaro, Antananarivo, Nairobi, Addis Ababa, Harare, and Lusaka. It was recommended that each of the above centres should organize a workshop within the next twelve (12) months in order to acquaint potential customers with its facilities and capabilities. Agreements on the joint use of any centre should be based purely on competitive business terms. In this regard, the centres must devise their terms in such a manner as to attract other African Airlines from foreign centres. The representative of ADB, after recalling that his institution had financed a feasibility study on the establishment of a co-ordinated network of aircraft maintenance and overhaul centres in Africa, expressed regret that the recommendations of the study had not been effectively followed up in order to strengthen co-operation among airlines in the area of maintenance. He added that the situation should not be allowed to affect his Bank's future participation in financing relevant air transport industrial projects. He concluded by specifying that when the situation was improved and the airlines showed the will to co-operate with one another and improve their economic and financial viability, his Bank would be prepared to consider financing the infrastructural project of the African airline industry.
- (vii) Harmonization of programmes and schedules: It was unanimously agreed that there was still much more to be done to harmonize schedules among airlines of the subregion in order to rationalize services and increase profitability;
- (viii) Hubs: the meeting accepted the need to designate hubs in the Eastern subregion in order to improve traffic flows and efficiency. It therefore identified the following as possible hubs around which the traffic of the subregion could be developed in the Eastern sub-region: Addis Ababa, Nairobi, Mauritius, Antananarivo and Dar-es-Salaam. The representative of the ECA also indicated that Lusaka was identified as one of the hubs for Southern Africa.

- (ix) Computer Reservation System (CRS): It was recommended that African Airlines should endeavour to use the same CRS, a practice that would have not only reduce operating costs, but would also improve bookings for African Airlines in the subregion;
- (x) Traffic Rights: It was unanimously agreed that the third and fourth freedom rights did not pose major problems in the subregion. However, the fifth freedom traffic right still did. Non-African carriers enjoyed more fifth freedom traffic rights in Africa than the African Airlines themselves, and some of those non-African airlines indirectly obtained fifth freedom by using the third and fourth freedom rights of African carriers under the pretext of joint services. Furthermore, African airlines had found increasingly difficult to gain the fifth freedom right in the countries of those foreign airlines. In order to check this, it was recommended the African Governments should discourage the practice and adopt a common strategy for negotiation of bilateral agreements, which would ensure the equitable share of commercial benefits. With regard to the 5th Freedom it was recommended that between the States in the sub-region it should be liberally exchanged on the basis of reciprocity. In the event that this is not possible the parties should exchange 5th freedom on the basis of commercial arrangements.
- (xi) Personnel licensing: It was agreed that the minimum requirement for recognizing the licenses of specialists in the subregion should be based on ICAO standards.
- (xii) Joint Insurance Scheme: It was agreed that joint insurance schemes would reduce the cost of individual insurance. In this regard, the meeting was informed that a PTA reinsurance company would be established during 1991 and launched in 1<sup>st</sup> January 1992; its services would be available to the Airlines of the subregions.
- (xiii) Role of foreign airlines in the subregion: There was general agreement on the need to curb the interference of foreign airlines and Governments in the co-operative efforts among African airlines. African interests would be safeguarded by adopting a common strategy in the negotiation of bilateral air services agreements.
- (xiv) Role of African Governments: While it was recognized that the day-to-day implementation of the Yamoussoukro Declaration depends on the African airlines, the role of Governments was still indispensable to the success of the programme. In particular, it was recommended that although governments were in all cases the owners of the airline companies, they should allow the airlines flexibility to operate on business principles, and discourage subsidy and encourage them to seek more cooperation to ensure their viability. On the other hand, Governments were called upon to give priority to the development of the air transport sector in order to enable the civil aviation authorities and the airlines to obtain the necessary financing for their growth.

- (xv) Foreign exchange requirements: The problem of settling accounts for various services in foreign currency tends to discourage co-operation among the airlines of the subregion. The use of the PTF Clearing House facilities for this purpose was recommended.
- (xvi) Aircraft noise: African Governments were urged to ensure that the continent did not become a dumping ground for noisy aircraft.

34. Considering the recommendations for long-term cooperation, the meeting recognised that the Yamoussoukro Declaration had identified three means of achieving integration of airlines, namely: Consortium, jointly owned airline and merger. The consensus was that it was premature to discuss multinationals but that joint ventures could be more realistic ventures.

Noting the example of AJAS which was formed on the basis of these principles, it was felt that the ideas of forming a consortium or joint ownership should be pursued seriously and Airlines be requested to consult one another in order to identify suitable partners for such ventures.

Presentation and consideration of reports and studies prepared by airlines (agenda item 5)

35. Under this agenda item, bilateral consultations were held among the airlines present. A summary of the report is at Appendix A.

Presentation of documents on guidelines for and implementation process of the Yamoussoukro Declaration (agenda items 6 and 7)

36. A representative of the ECA secretariat presented the document TRANSCOM/AIR 42 and 46. He started his presentation by saying that during the meeting of Co-ordinating Ministers held in Addis Ababa in April 1990, it was considered necessary to present the above documents to the subregional meetings of experts of civil aviation authorities and airlines with a view to their adoption, if necessary, at the subregional level.

37. Speaking on the implementation process of the Yamoussoukro Declaration, he stated that the document addressed:

- (i) Further actions to be undertaken by Governments and airlines;
- (ii) Endorsement of the Declaration;
- (iii) Setting up of an organisational framework at the level of airlines as well as a mechanism for collective negotiation of air transport agreements. He then highlighted the various structures proposed.

38. With regard to the general guidelines for the linkage of airlines, he said the document defined the following three areas:

- (a) The general structure, legal framework and phases and actions;
- (b) The commercial and operational framework;
- (c) The implementation plan.

39. The meeting took note of those two documents, but indicated that it would be premature to adopt them since the debate had already identified simple formulas which were easy to implement. Participants also indicated that the documents could be used as guidelines for airlines which so desire.

Future work programme (agenda item 3)

40. Under this agenda item, the ECA representative said that at the end of the deliberations of the ongoing meeting, a timetable should be established for the implementation of the various conclusions reached.

41. It was agreed that since the airlines are most directly concerned in the implementation of the Yamoussoukro Declaration, AFRAA should coordinate their activities by initiating and organising joint meetings within 6 months in Nairobi in order to assess the progress achieved.

42. The ECA jointly with PTA and AFRAA should convene another meeting of civil aviation and airline experts within a period of one year in order to assess the progress in the implementation of this report.

43. These activities should be carried out in close collaboration with and supervision of the co-ordinating Minister. The meeting recommended that appropriate actions should be taken by the co-ordinating Minister to facilitate the convening of the meetings and to ensure the successful implementation of the decisions of this meeting.

Ratification of legal instruments (agenda item 9)

44. The meeting urged member States to urgently ratify (i) the amendment to Article 50(a) of the Chicago Convention adopted by the 28th Session (Extraordinary) of the General Assembly of ICAO and (ii) the convention on the Establishment of the African Air Fair Conference (AFRATC) as well as the Convention on Multinational Training Centres.

45. The meeting further requested States to consider the ratification of other ICAO air law instruments.

Any other business (agenda item 10)

46. Participants did not make any comments on this agenda item.