

NOT FOR PUBLICATION

INSTITUTE OF CURRENT WORLD AFFAIRS

JBG- 67
East Africa High Commission:
(22) The East African Directorate
of Civil Aviation

Washington, D.C.
November 29, 1954

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Dear Mr. Rogers:

The considerable size of East Africa, with populated centers separated by wide tracts of rugged, poorly watered country through which road and rail routes are built with difficulty and then provide only slow service, gives air transport an important position in the economy of the area. Access to East Africa from Europe and elsewhere in the world is also greatly enhanced by air transport, which need not follow the deviating contours of the continent. Businesses with branches throughout East Africa need fast passenger services to carry executives on supervisory visits; perishable commodities, important items for repair of key machinery, and livestock for breeding purposes provide further traffic; and a valuable tourist traffic is much dependent upon air transport. The direction and coordination of civil aviation, to help assure the quality and amplitude of aerodromes, aeradio directional and communications methods, and aircraft safety standards, is an important responsibility which logically falls under a central authority.

This central authority is the Directorate of Civil Aviation, a department of the East Africa High Commission. The Directorate, as an interterritorial service already in existence, came under the administration of the High Commission on its effective date of inception, January 1, 1948, and more specifically under the Commissioner for Transport, one of the four principal executive officers of the High Commission, on May 1, 1949. The Director of the Directorate of Civil Aviation is responsible to the Commissioner for Transport, who in turn is responsible to the High Commission. The Directorate is subdivided into six main groups: Operations, Licensing and Air Navigation Law, Aircraft Safety, Telecommunications, Finance, Establishment, and Air Registration Board.

The senior officers of the Directorate in 1952 were the Director of Civil Aviation, Chief Operations Officer, Assistant to the Director, Chief Telecommunications Officer, Chief Air Traffic Control Officer, two Surveyors of the Air Registration Board, Accountant, and Staff Officer. At the end of 1952 the staff of the Directorate included 116 Europeans, 14 Asians, and 200 Africans, more than half of whom were employed in the Aeradio Service. In 1950 difficulties in obtaining satisfactory clerical staff were attributed to higher salaries offered by commercial firms in Nairobi. Extreme difficulty was also experienced in recruiting European telecommunications staff from the UK. After some eight months of effort, including extensive advertising, not a single radio officer had been found. The unbalanced composition of the staff and resultant wastage was deplored in the 1951 annual report of the Directorate.

Early in 1948 increased accommodation for the headquarters staff became available when the Refugee Organization moved, leaving all the vacated space except for two small offices to the Directorate. The Air Registration Board

had permanent offices including an examination room at Nairobi West Aerodrome in 1950. Beyond office equipment, properties include considerable communications equipment handed over in 1950 by the East African Posts and Telecommunications Department. As with other High Commission Departments, housing for headquarters personnel was difficult to obtain. With the exception of one government quarter allocated to the Directorate, all other officers were accommodated in 1948 in private houses found by them and rented by the High Commission. Accommodation for Air Traffic Control officers was better at outlying stations, where territorial governments usually found accommodation for these officers.

In this section on administrative organization and personnel only the membership of a few bodies connected with the Directorate will be given; their functions will be explained below. There is an Air Advisory Council which includes the Commissioner for Transport as Chairman, two representatives each appointed by the Governments of Kenya, Uganda and Tanganyika, two by the High Commission and one by the British Resident, Zanzibar. Among the appointees to the first Council were the Secretary for Commerce and Industry of the Kenya Government, the Attorney General of Tanganyika, the Administrative Secretary of the Uganda Government, the Aviation Control Officer of Zanzibar and the High Commission appointee, Sir Alfred Vincent from the Transport Advisory Council. The Assistant to the Director acts as Secretary of the Council. There are also an Air Transport Licensing Authority and an Air Transport Licensing Advisory Board. This Board has a Chairman, who also represents Kenya interests, and three other members, representing the interests of Uganda, Tanganyika and Zanzibar. The Assistant to the Director acts as Secretary.

The 1951 report of the Directorate stated that the administration and operations of the Directorate, though necessarily involving a certain amount of costly experiment due to the pioneer nature of commercial air transport in East Africa, were being undertaken with full consideration of the limited financial resources of the East African territories. While there was not yet any settled long-term pattern of costs, firm efforts to exercise the greatest practical economy were reported.

The finances of the Directorate are not self-balancing. Except for the relatively small amounts from licensing and registration fees, the remuneration for services rendered accrues to the aerodrome owners (usually the Territorial Governments) in landing fees and does not appear as a credit item in the High Commission estimates. Even if the landing fees and other charges were paid directly to the Directorate, they would fall far short of the costs of services provided. Exemption of international trunk services and local scheduled services from customs charges on aircraft fuels taken on at the airports amount to a subsidy to the operators, and it is unlikely that landing fees even cover aerodrome maintenance costs. The justification of uneconomic operation, and of subsidization of fares and costs was explained in terms of "wider relation" of the contribution of air transport to "progress and economic developments of the territories."¹

The expenditures of the Directorate in the years 1948-1950 include both the yearly amounts met by contributions from the East African Governments and voted by the Central Legislative Assembly (I in following table) and the expenditures on ground services (II in following table) which were separately voted by the Legislative Assembly and debited to a suspense account pending the agreement in June 1951 between the UK and East African Governments on the division of costs of ground services to trunk and local systems.

Expenditures of Directorate of Civil Aviation 1948-1950 (£)*

	<u>1948</u>	<u>1949</u>	<u>1950</u>
I. <u>Expenditures of Directorate</u> (Other than ground services)	14,212	23,358	26,683
II. <u>Expenditures Ground Services</u>	<u>19,648</u>	<u>20,798</u>	<u>29,640</u>
TOTAL	33,860	44,156	56,323

About half of the increase of regular expenditures (I) in 1950 over 1949 was due to enhanced personal emoluments following a salary revision. The estimate of total expenditure in 1951 was £278,916, the great increase being largely due to the assumption of responsibility by the Directorate for Aeradio Services. The 1952 estimates of expenditure were £277,106, showing a close relationship to those of the previous year. With the establishment and functions of the Directorate more stabilized, future costs of the Directorate and its services were expected to conform to a more predictable pattern from year to year.

The regular expenditures (other than expenditures charged to suspense account) less the revenue of the Directorate have been met by the three mainland territories and Zanzibar. As the following table shows, of the total contributions in each of the years 1948 through 1950 Kenya contributed about 46 percent, Tanganyika 31 percent, Uganda 15.5 percent and Zanzibar about 7.5 percent.

Sources of Regular Net Expenditures 1948-1950 (£)

	<u>1948</u>	<u>1949</u>	<u>1950</u>
Kenya	10,384	9,157	12,225
Tanganyika	6,923	6,336	8,150
Uganda	3,462	3,167	4,075
Zanzibar	1,731	1,583	1,992
Total	<u>22,500</u>	<u>20,243</u>	<u>26,442</u>

The other expenditures (II) on ground services were during 1948-1950 debited to a suspense account. In accordance with the agreement reached in June 1951 the UK pays the full costs of air traffic control and aeradio services to international trunk airline operators and 25 percent of the cost of like services which are used commonly by trunk and local operators. This settlement, the 1951 Directorate report commented, is of financial benefit to East Africa since the advantages of trunk services are enjoyed free of air traffic control and aeradio costs - at the expense of the UK. Agreement on a system for apportioning the balance of the costs between the East African Governments was also reached.

The revenue of the Directorate in the years 1948-1950 was as follows (£):

	<u>1948</u>	<u>1949</u>	<u>1950</u>	<u>1952</u>
Rents received		477	422	4,485
Sale of Air Transport Licenses	1,459	968	1,047	852
Aircraft licenses			1,416	1,982
Sale of Aviation Documents		.5	24	87
Total	<u>1,459</u>	<u>1,445.5</u>	<u>2,961</u>	<u>7,406</u>

* The figures of expenditure in the table above, taken from the High Commission financial reports, differ from those given in the annual reports of the Directorate which were as follows: £18,210 in 1948, £19,889 in 1949, and £28,837 in 1950.

The amounts collected for personnel licenses and certificates of airworthiness were distributed to the territorial governments in 1948 and 1949. In 1949 it was agreed that in 1950 revenue should be paid into High Commission funds, with one exception. The exception concerned fees in respect of medical examinations carried out in Kenya and Tanganyika (there are no approved examination centers in Uganda or Zanzibar) which are credited by the Directorate to the Kenya Government and are payable directly to the Tanganyika Government. The revenue from Air Transport Licenses was exceeded by expenditures on the publication of notices in the press of the East African territories.

The Directorate has the "responsibilities of advising the High Commission and the East African territories on all civil aviation matters and controlling the activities of aircraft operators in and over the East African Territories."²

The powers of the Directorate were at first delegated (to the Director) by the Governors of the East African Territories who had derived authority from the Air Navigation (Colonies Protectorates and Mandated Territories) Order, 1927-1939 and the Colonial Air Navigation (Amendment) Order, 1948, all of which were applicable to all four territories. Each of the Governors, in accordance with the above mentioned Order and the Colonial Air Navigation (Application of Acts) Order, 1939-1947, issued local Air Navigation Directions and Regulations applicable to his territory.

The Colonial Air Navigation Order, 1949 was applied to the four East African territories with effect from January 1950, revoking the Colonial Air Navigation (Amendment) Order 1948. The Colonial Air Navigation (Amendment) Order 1952 came into effect on 1st July 1952. A new Colonial Civil Aviation (Application of Acts) Order 1952 came into force on 1 July 1952. This Order transfers powers with respect to civil aviation and air navigation from the Governors of the individual territories to the High Commission, furthering the policy of central control already provided for by the East African Territories (Air Transport) Order in Council, 1947. Regulations to implement the powers conferred by the Order were prepared in 1952 by the Directorate. The intention was that no major change in practice would be incurred, but that the necessary legal sanction for the present Directorate as a service of the High Commission would be provided.

Four of the Directorate's subdivisions have well defined functions in the aviation field. The functions of the Operations group are to advise on air operations, on aerodrome construction, development, maintenance and siting, on the suitability of air routes and the siting of air navigation aids. The Aircraft Safety group in the Directorate controls and organizes the Air Traffic Control Service, and advises on accident investigation, search and rescue, and general air safety of aircraft in the area. The Telecommunications section controls and organizes aeradio telecommunications services throughout East Africa and advises on telecommunications requirements. The Air Registration Board certifies aircraft airworthiness through the Director and also advises him on action to be taken regarding quality of aircraft maintenance, technical examinations of ground engineers, and on pilot qualifications for operating various types of aircraft. The Licensing and Air Navigation Law section licenses air crew personnel and advises on air navigation law. It also advises on the implementation of recommendations made by the Air Transport Licensing Advisory Board and the decisions reached by the East African Air Transport Authority.

The East African Air Transport Licensing Authority, established by the East African Territories (Air Transport) Order in Council, 1945, was authorized to make regulations forbidding the paid operation of any aircraft not duly licensed by the Authority. The Air Transport Licensing Advisory Board, set up in 1947, recommends policy covering issuance of licenses by the Authority and accepts and records applications for licenses to operate air services under the Air Services (Licensing) Regulations, 1946. Appeals against decision of the Advisory Board (after expected revision of the law permits the Director of Civil Aviation to be made the Licensing authority) are intended to be forwarded to an Appeal Court consisting of members of the Air Advisory Council.

Following a proposal of the Commissioner for Transport and endorsement by the territorial governments, the Air Advisory Council was established in June 1951 by administrative appointment, as a means of bringing public opinion into the counsels of government to aid in the development of aviation policy and the provision of better services. It was also expected to provide a means of coordinating the various types of surface transport with air transport. As noted above, the Council was also intended to provide an appellate authority to consider increasingly important questions of licensing. The 1951 report enumerated the principal functions.

"To be advisory to the East Africa High Commission, whose authority will be exercised through the Commissioner for Transport. To consider and advise on all questions of major policy affecting Civil Aviation within the jurisdiction of the East Africa High Commission and on all Civil Aviation matters referred to it by the East Africa High Commission acting through the Commissioner for Transport. To consider and advise on the Annual Estimates of the Directorate of Civil Aviation before they are submitted to the Central Legislative Assembly and on all Civil Aviation legislation coming within the scope of the Central Legislative Assembly. To advise on the steps necessary to achieve a policy of co-ordination between Civil Aviation and all other forms of transport."

In 1949 the extent and cost of ground facilities for civil aviation in East Africa were discussed at many meetings during the year. A Ministry of Civil Aviation mission surveyed the aerodromes used by B.O.A.C. trunk route services. The mission made recommendations regarding the development of international aerodromes and, in conjunction with the technical staff of the Directorate, produced a paper indicating the ground services which should be provided in East Africa. The High Commission, with the consent of the governments, appointed an Interterritorial Committee including Sir George Sandford as Chairman, the Commissioner for Transport, the Member for Finance, High Commission, and the Postmaster General, and one unofficial member each from Kenya, Uganda and Tanganyika. This Interterritorial Committee was to study civil aviation facilities in East Africa and to report on the extent and cost of the ground organization which should in their opinion be provided. The report was published as a White Paper in January 1949 and circulated to the Governments for Legislative Council deliberations. The proposals in the White Paper were an essential step towards alleviation of the most serious problem of inadequate ground communications between the smaller aerodromes and main centers, but at least three years were considered necessary to implement the program fully. No effective answer to aeronautical ground communications problems could be expected until completion of the large scale, long term development scheme of the Posts and Telegraphs Department.

Agreement was reached in 1949 on the extent the East African Governments

were prepared to subscribe towards the costs of services given trunk and local services estimated in the report. The UK Government was advised of the total contribution the East African Governments were prepared to make and it was suggested that if the UK Government was unable to provide the balance it should indicate the contribution it was prepared to make and send out a technical mission to ascertain what services could be provided within the limitations of the resources available. A representative of the Ministry of Civil Aviation visited East Africa in August 1950 and prepared a report of technical requirements for Air Traffic Control and other ground services and the cost involved. Agreement was finally reached at a meeting of representatives of the East African Governments, the High Commission, and the Ministry of Civil Aviation in London in June 1951. After agreement regarding the costs of aeradio and air navigational services for Trunk line operators the three territories and Zanzibar accepted the portion of costs of such services which were germane to the East African territories.

During 1947 and 1948 aeronautical communications services were provided by several authorities. In February 1948 the P&T Department was made responsible for the provision, operation and maintenance of all aeronautical telecommunications services. (Despite the nomination of P&T as the sole responsible authority, there were at the time the 1948 report was written no less than six different authorities operating aeronautical channels in East Africa and there appeared little hope of complete unification for some time.) The transfer was virtually completed by the end of April 1949 but in the following months "growing dissatisfaction with the service was expressed by both the Directorate and the operating agencies."⁴ In August the High Commission instructed that the Commissioner for Transport should head a committee whose membership would include two technical experts from outside the three territories to suggest means of properly organizing Aeradio Services. The main recommendation was that aeradio operating staff then under the control of Posts and Telegraphs should be transferred to the Directorate which would assume the responsibility for the operation of the services, while technical services should be provided by P&T on an annual contractual basis. This recommendation was endorsed by the three territorial governments and the High Commission in November. In 1950 the provision of aeradio services was again considered and on January 1, 1951 the Directorate took over responsibility for control and organization of all Aeradio Services, subcontracting the technical maintenance work to International Aeradio, Ltd. In 1951 it was reported that the aeradio service had been "satisfactorily incorporated into the Directorate organization" with improvement in reliability of service and speed of handling traffic, and that "good progress" was being made, in collaboration with International Aeradio, Ltd., in the improvement of installations by replacement of old equipment.⁵ By the end of the year "a reduction in signals delays on the East African internal network" was reported achieved.⁶

An Aeronautical Communications Development Scheme was outlined in the White Paper for the modernisation and rehabilitation of overall aeradio and navigational facilities. In 1952 the Air Advisory Council recommended the adoption of the Scheme on lines proposed by the Director of Civil Aviation, and the three mainland governments and Zanzibar officially concurred. Steady progress was reported during 1952 and it was hoped the scheme would be fully implemented by the end of 1953. Contributions were made toward this scheme from C.D.&W. funds, £39,000 of such funds being committed for the improvement of the aeronautical telecommunications services by 31 March 1953.

A scheme to try on experimental scale the possibility of complete V.H.F. cover to provide constantly available contact for any aircraft in normally used areas was recommended by the Air Advisory Council and was being considered by the territorial governments in 1952.

Under the East African Air Traffic Control Scheme, Air Traffic Control officers (numbering 22 at the end of 1949) have been stationed at the Flight Information Centre, at Eastleigh and Nairobi West Airports, and at six other major aerodromes in East Africa. Since 1950 fixed and mobile aeronautical communications have been provided at nine or ten other aerodromes in East Africa as part of the Air Safety Organization. In 1948 and 1949 existing fixed communications were overloaded, with resultant impairment of efficiency. Recommendations for the betterment of the service were considered by the Inter-territorial Committee. An improvement in the operation of the Centre was reported in 1949, after it was taken over by the Directorate, but inadequate accommodation was cited as an obstacle to the achievement of further efficiency. In August 1949 the High Commission instructed that the Commissioner for Transport and the Postmaster General should collaborate in providing recommendations for ensuring air safety. Some of their joint recommendations were implemented, but among those which were not was the extension of the Air Traffic Control Centre at Eastleigh which was held up pending approval by the Air Ministry. In 1950 efforts were made to improve the accommodations at the Flight Information Centre. Working conditions of the personnel of the Aeronautical Fixed Telecommunications Services were also reported improved. Owing to shortage of staff, particularly of European supervisors, no appreciable increase in efficiency was claimed for the year. However, considerable progress was reported in implementing, within the resources of the East African territories, the standards and recommendations produced at the I.C.A.O. meeting.

In search and rescue operations in 1949, aircraft were reported overdue on 25 occasions but each of these aircraft was located within a few hours, the alarms arising largely out of communications difficulties. It was not necessary to order air-land search and rescue parties into operation. Similarly, in 1950, although there were a few cases of extensive telephonic searches, there was no case of full search and rescue facilities being put into operation. This was attributed to a great improvement in the reporting of aircraft movements throughout East Africa. In June 1951 an extensive air-sea rescue search over the Indian Ocean was carried out by R.A.F. and Italian aircraft and Indian Naval frigates and coordinated in the Naval Operations Room, Mombasa, when a motor vessel was reported overdue on a voyage from Mombasa to the Seychelles. Civil Air Traffic Control Staff served as liaison staff. The signals coordination between naval vessels and aircraft was not good but it was claimed that a number of lessons were learned.

The Licensing and Air Navigation Law Section, with an examination center in Nairobi for aviation personnel, examined 6 candidates in 1948, examined 25 candidates and issued 41 licenses (Kenya Navigator's) in 1949, examined 25 candidates and issued 41 licenses in 1950, examined 71 candidates and issued 102 licenses in 1951, and examined 90 candidates and issued 87 licenses in 1952. A number of licenses were issued in accordance with the qualifications contained in current UK and Dominion licenses held by applicants for the Kenya license. The new I.C.A.O. Personnel licenses, introduced by the Colonial Air Navigation Order 1949, and Amendments Order, 1950, will be given effect by the new Air Navigation (General) Regulations.

Through the end of 1951 the East African Air Transport Authority granted a total of 222 period licenses and 98 provisional licenses, after 52 meetings and public hearings had been held by the Advisory Board. In addition 108 short-term licenses had been granted.

In 1951 the staff of the Directorate prepared new draft Air Navigation (Licensed Aerodrome Charges) Regulations, and draft notifications of charges to be made for use of Government Aerodromes. The drafts were revised after commentary by the three Governments, for consideration by the Air Advisory Council in January 1952.

In 1949 the Director of Civil Aviation was Registrar of Aircraft for Kenya, and the Kenya Register of aircraft was maintained by the Directorate. In the other East African territories the Registrars of Aircraft were officers appointed in those territories and the original registers were kept in those territories. By administrative arrangement with the Registrar of Tanganyika Territory a duplicate register was kept by the Directorate; agreement to similar administrative arrangements was anticipated from Uganda and Zanzibar. The aircraft registers of all four territories would be kept by the Directorate as soon as Air Navigation Regulations were amended.

Air Registration

In 1950, 1951 and 1952 the / Board Surveyors assisted in accident surveys on behalf of the Directorate of Civil Aviation and helped in the preparation of the official reports. In 1950 15, in 1951 16, and in 1952 16 insurance surveys were carried out on various aircraft accidents on behalf of the underwriters, with the consent of the Directorate of Civil Aviation.

The number of complete overhauls to aircraft for the renewal of their certificates of validation was 81 in 1949, 80 in 1950, 78 in 1951 and 73 in 1952. A number of inspections to extend period of validation of certificates of airworthiness to avoid dislocation of services were made in 1950. In 1951 the Directorate inspected 19 aircraft prior to their being placed on the register. At the end of 1952 there were 98 aircraft with current Certificates of Airworthiness.

Air Registration

The /Board also conducted technical examinations for Kenya ground engineers (67 in 1950, 55 in 1951, and 65 in 1952); Kenya Pilot's "B" Licenses (56 in 1950, 69 in 1951, 59 in 1952); radio operators licenses qualifying the operator to act as pilot's assistant on East African Airways Corporation aircraft (9 in 1950, and a few in 1951 and 1952); UK aircraft engineer's licenses (29 in 1950, 35 in 1951, and 9 in 1952).

During visits to various airports staff members have supervised operators, inspected aircraft maintenance, repair and overhaul facilities in East Africa. The equipment and facilities were considered inadequate.

In 1948 five year development plans were being prepared by the territorial governments, with assistance in coordination by the Directorate. In 1950 the policy of developing aerodromes to the I.C.A.O. standards was adopted in Tanganyika and similar proposals were presented to the Government of Kenya. During the period 1949 through 1952 improvements were made at airports in Dar es Salaam, Nairobi (Nairobi West and Eastleigh), Entebbe, Zanzibar, Moshi, Arusha, Tanga etc. Considerable discussion took place on the question of a large airport for Nairobi, a survey was made in 1951 of a proposed site at Embakasi, and construction has now begun. After reports and recommendations by two planning committees, a preliminary project report by the firm of Sir

Alexander Gibb and Partners, consulting Engineers, a special investigation of the financial implications, it was recommended that a new airport be constructed at a site at Embakasi with minimum delay. The recommendation was accepted by the Executive Council and an encompassing sessional paper was tabled in Kenya Legislative Council on May 5, 1953. The proposals were approved in principle in Legislative Council on May 13, 1953, and work on the new airport was to start early in November 1953, with Mau Mau prisoners being used. The initial cost was estimated at £1,510,000 of which it was anticipated the Ministry of Civil Aviation would contribute £250,000. It was estimated that the project would require three to four years. The airport would be capable of taking any modern aircraft then in service or under design, and could be enlarged at any time without reconstruction.

The new International C. Class airport at Dar es Salaam, built to accommodate the largest commercial planes in the air and including a 6,800 foot main runway and several buildings, was recently completed. The cost of construction was £881,000, ~~XXXXXXXXXXXXXXXXXXXX~~ of which £750,000 was to be provided by the Tanganyika Government and the remainder from C.D.&W. funds.

Further work of the Directorate includes Accident Notification, advice to the Kenya Government regarding its Flying Subsidy Scheme, and publication of a detailed aerodrome list. In 1948 by interterritorial agreement the Director of Civil Aviation became responsible for officially notifying the Secretary of State for the Colonies of aircraft accidents. The particulars of all "notifiable accidents" were sent to the Secretary of State by telegram and reports of all accidents are retained in the Directorate. The Governors of the individual territories have remained responsible authorities for ordering and convening of official investigations into aircraft accidents. There were 21 notifiable accidents in 1948, 20 in 1949, 8 in 1950, 11 in 1951 and 4 in 1952, or 5.8 accidents per 10,000 sorties in 1948, and 2.5 in 1949. The majority of aircraft accidents were due to human errors, the few mechanical failures indicating a reasonably high standard of aircraft maintenance.

The Flying Subsidy Scheme subsidized by the Government of Kenya is described in the Directorate's annual reports for 1948, 1949, and 1950. The scheme was designed to encourage private flying and to form a nucleus of pilots for a national emergency. It is operated by the Aero Club of East Africa. The subsidy of the Kenya Government was £2,150 in 1948, £3,000 in 1949, £1,500 in 1950, and that of the Aero club was £875 in 1949. Under the scheme there are several categories of applicants who may receive subsidies for flying lessons provided they sign undertakings that they will perform any aviation duties required of them in the case of a national emergency. In 1950, when the scheme was continued in a modified form, the Director of Civil Aviation and the A.O.C., R.A.F., East Africa, suggested a modified training scheme whereby a more satisfactory form of discipline and control would be possible and this was submitted to the Air Ministry for consideration. Pending decision on the new scheme by the Ministry and Government no beginning pupils were accepted.

The Aerodrome List is published by the Directorate, listing aerodrome locations and giving essential physical descriptions of regular and emergency aerodromes in East Africa.

Useful and cordial relationships with the East African Airways Corporation are claimed. A representative of the Commissioner for Transport attends the meetings of the Board of E.A.A.C. in a consultative and advisory capacity, and

the Commissioner is kept fully informed by the Chairman of the E.A.A.C. on matters connected with that Corporation's activities. To further local aviation cooperation the Commissioner of Transport established in 1951 an East African Local Operators Conference, with membership from the Directorate of Civil Aviation, East African Airways Corporation, and East African Local Charterers' Association, "to discuss and arrive at agreement and understanding regarding all aspects of local operations."7 This Conference, according to the 1951 and 1952 reports of the Directorate, had achieved useful cooperative results.

Other African and international connections have also been maintained. The East African Air Transport Licensing Advisory Board maintains close liaison with a comparable organization in the UK, the Air Transport Advisory Council. In February 1949 a delegation from East Africa headed by the Director of Civil Aviation attended the Third Southern Africa Air Transport Council Meeting at Pretoria. The fourth meeting of the Southern African Air Transport Conference was held in Nairobi in February, 1951 and was opened by the Commissioner for Transport who stressed the importance of considering air, sea and land transport as a whole. In 1952 the Directorate again joined in meetings of the Southern Africa Air Transport Council. At the instigation of Sir Alfred Vincent, Chairman of E.A.A.C., a meeting was held in Nairobi during February, 1950, of the Chairman and General Managers of the State Airways Corporations of West, East and Central Africa and a member of the Board of the B.O.A.C. to discuss common problems of policy and technical questions.

In March 1949 a technical delegation from East Africa led by the Director of Civil Aviation attended the I.C.A.O. Africa/Indian Ocean Regional Air Navigation meeting in London. In March-April 1950 an officer of the Directorate (Traffic Control Section) visited London and Paris to act as adviser to the UK delegation at the special Africa-Indian Ocean Fixed Telecommunications and Radio Frequency Assignment Meetings. In October 1951 the Director of Civil Aviation and the Chief Telecommunications Officer attended the Commonwealth meeting in the UK on the problems arising from the development of jet aircraft and the safety services required. In September 1952 the Director attended the Second Colonial Civil Aviation Conference in London at which current problems concerning the development of civil aviation throughout the Commonwealth were discussed.

The following Annexes to the Convention on International Civil Aviation have been adopted in East Africa and the provisions promulgated in East African Notices to Airmen. In some cases it has not been possible to implement to the full the standards and recommendations by the dates set by I.C.A.O.

- Annex 1. Personnel Licensing
- Annex 2. Rules of the Air
- Annex 3. Meteorological Codes
- Annex 4. Aeronautical Charts
- Annex 5. Dimensional Units (contained in the blue table) to be used in air ground communications
- Annex 6. Operation of Aircraft, Scheduled, International Air Services
- Annex 7. Aircraft Nationality and Registration Marks
- Annex 8. Airworthiness of Aircraft
- Annex 9. Facilitation of International Air Transport
- Annex 10. Aeronautical Telecommunications
- Annex 11. Air Traffic Services
- Annex 12. Search and Rescue
- Annex 13. Accident Investigation
- Annex 14. Aerodromes

Annexes 2 and 3 were adopted subject to amendments notified by the UK to the I.C.A.O. Council; Annexes 6,8 and 9 were to be implemented gradually in accordance with amendments notified by the UK to the I.C.A.O. Council; and Annex 4 was to be implemented when new aeronautical charts covering the East African territories were compiled and drafted.

In February 1951 an unofficial member of Tanganyika Legislative Council, Mr. E.C. Phillips, said the Directorate of Civil Aviation had met quite a lot of criticism and that there was still some doubt in many people's minds as to the extent of the responsibilities of the Directorate in relation to the various territorial aviation matters. He thought this should be clarified and made known to the public generally.

Other unofficial East African comments revealed some rivalry between Kenya and Uganda for the role of the territory with the major East African port of call. In March 1951 Mr. Maini, an Unofficial Member of Uganda Legislative Council, criticized insistence in Nairobi that Nairobi remain the East African port of call for trans-African Comet services because it produced the most traffic for these services. Mr. Maini pointed out that huge capital sums would have to be spent on Nairobi's airport while Entebbe airport in Uganda was ideal for these services. In October 1952 an Unofficial Member asked in Kenya Legislative Council whether Government was "aware of the extent of the loss of trade to the Colony, both direct and indirect, resulting from their failure to keep abreast of developments in the adjoining territory of Uganda and of the requirements of modern aircraft" and what steps had been taken to raise the finance required for the new airport at Embakasi. The Government spokesman replied that "The Government does not consider that the operation of the Comet air service through Entebbe had, to any appreciable extent, involved a loss of trade to this Colony as the passenger traffic is almost entirely transit traffic through Entebbe."⁸ The Government did, however, agree that, providing the necessary finance could be made available, it was desirable to replace Eastleigh with a more suitable airport, and discussions on this matter were then in progress between Kenya and UK officials.

Sincerely,



John B. George

P.S.

Footnotes

1. East Africa High Commission, Report by the Commissioner for Transport on Civil Aviation (Incorporating the East African Directorate of Civil Aviation) Annual Report 1950, p. 3.
2. ..., The East African Directorate of Civil Aviation, Report for the Year 1948, p. 1.
3. ..., Report by the Commissioner for Transport on Civil Aviation (Incorporating a Report of the East African Directorate of Civil Aviation) Annual Report 1951, p. 1. (Hereafter referred to as DCA, 1951)
4. East African Directorate of Civil Aviation, Report for the year 1949, p. 13.
5. DCA, 1951, pp. 3, 10.
6. Colonial Office, Annual Report on the East Africa High Commission 1951, p. 23.
7. DCA, 1951, p. 3.
8. Group-Capt. I. R. Briggs, Kenya, Legislative Council Debates, 1st Session, 3rd Sitting, 1 October 1952, 326.

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