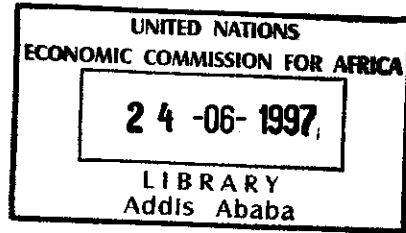




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**Multinational Programming  
and Operational Centre  
Gisenyi-MULPOC**

**Fourth Meeting of the Intergovernmental  
Committee of Experts**

**22 - 25 April, 1997  
Addis Ababa (Ethiopia)**

**SURVEY ON THE DEVELOPMENT OF RIVER AND LAKE TRANSPORT  
IN THE EAST AFRICAN SUBREGION: ESTABLISHMENT OF THE VICTORIA  
LAKE AUTHORITY**

**PROGRESS REPORT**

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## 1 INTRODUCTION

The programme to restructure the ECA, incorporates the transition from the Gisenyi-based MULPOC to the East Africa MULPOC which covers a greater number of countries and a larger geographical space.

The coherence of the development aspects of former Gisenyi-based MULPOC with those of the new East Africa MULPOC, is one of the prerequisites for a successful transition.

With respect to river and lake transport, such coherence must lead to the inclusion of a survey on the development of this mode of transport in the work programme of the East Africa MULPOC.

Two similar surveys conducted, separately, on lakes Kivu and Tanganyika, had indeed marked the commencement of ECA activities focused on projects which seek to establish an efficient transport system over these inland navigation waterways.

These projects covered all inland water transport aspects namely, infrastructures, fleet, ship repairs and building facilities, transport operations and issues common to various development aspects such as, the strengthening of the supervisory authority's institutions, regulations, environmental protection and the development of human resources.

An accurate diagnosis of each of these aspects had made it possible, by then, to identify specific projects. The proper coordination of these programmes had led, pursuant to ECA proposals, to the setting-up of the Standing Committee of National Officials of Lake Transport on Lakes Kivu and Tanganyika (SCNOLT).

SCNOLT had carried out concrete activities based on cooperation activities among the national institutions concerned, under the auspices of the Gisenyi-based MULPOC and the Permanent Executive Secretariat of CEPGL.

It is this positive experience that the East Africa MULPOC would like to initiate in the subregion it is serving, in order to start the activities it intends to undertake in the area of inland water transport, on the one hand, and to continue activities started by the former Gisenyi-based MULPOC, on the other hand.

As previously specified, this exercise will be based on an accurate diagnosis of the various aspects of this mode of transport.

The survey on the development of river and lake transport in the subregion that the MULPOC intends to undertake consists, essentially, of establishing such a diagnosis.

## **2. CURRENT SITUATION OF THE SURVEY**

### **2.1. FACTORS OF THE SURVEY**

Essentially, the factors of the survey are the directives on inland water transport contained in the report of the Fourth Permanent Tripartite Commission on East African Cooperation, held at the Commission's headquarters in Arusha, Tanzania, on 12 March 1996.

These directives deal particularly with:

- the adoption of common inland navigation regulations;
- the establishment of an authority to coordinate all aspects of the Lake Victoria resources management;
- joint fleet operation and maintenance;
- joint operation of lake transport market;
- the establishment of a hydrographical map for Lake Victoria to ensure safe shipping;
- facilitation of free navigation of ships;
- increased control of pollution;
- mutual assistance;
- control of water jacinth proliferation; and
- exchange of information.

### **2.2 TERMS OF REFERENCE OF THE SURVEY**

On the basis of these directives, MULPOC prepared the terms of reference of the survey.

For each of the above-mentioned aspects, MULPOC lays emphasis on development based on subregional opening-up, cooperation and integration.

The terms of reference thus designed, which appear at Annex 1 of the present progress report, were sent to the following for comments: Kenya, Uganda, Tanzania and the Permanent Tripartite Commission on East African cooperation.

The terms of reference have been submitted to the meeting for appraisal. Since projects concerning Lakes Kivu and Tanganyika are at a fairly advanced stage, if reference is made to activities jointly carried out by the CEPGL and the former Gisenyi-based MULPOC, the terms of reference are rather currently focused on Lake Victoria transport activities.

The experience acquired on Lakes Kivu and Tanganyika will be profitably used to accelerate the integrated management development process of the Lake Victoria transport system.

The survey will thus make it possible to examine and propose cooperation structures likely to ensure the efficient management of such integrated management.

### **2.3 EXECUTIONAL PROBLEMS OF THE SURVEY**

The survey which was programmed since 1996 has not yet started. This is due to two difficulties faced:

- (i) The obtaining of prior agreements to conduct the missions on the field.

The terms of reference provide for missions on the field to collect data and exchange viewpoints with national officials of the public and private sectors operating transport on Lake Victoria.

The missions provide for working sessions with national supervisory institutions and interested economic operators.

ECA current procedures require that each mission on the field should receive the explicit agreement of the country and the intergovernmental organization (IGO) to be visited.

Since steps taken by the ECA, in this regard, to contact such countries and IGOs did not obtain the expected results, the missions were suspended.

If the meeting were to adhere to the terms of reference of the survey, then it would be highly advisable that decisions should be taken during the deliberations to appoint the dates of the missions.

- (ii) Mobilization of national experts to participate in activities relating to the execution of the survey.

Current ECA assistance policy is moving towards a form of active partnership.

In this respect, the East Africa MULPOC has proposed that the States concerned, should designate national senior officials who will work in collaboration with the EAC staff members expected to undertake the mission.

Though this form of dynamic partnership was accepted by the States and IGOs concerned, its funding raises problems of the availability of funds.

MULPOC would therefore like to entreat the meeting to address this issue which may crop up in other future activities.

## **2.4 ESTABLISHMENT OF THE LAKE VICTORIA AUTHORITY**

According to the Permanent Tripartite Commission on East Africa Cooperation, this Authority shall:

- set up and consolidate a unified institutional framework liable to promote the development of Lake Victoria;
- prepare and negotiate services and any other agreement through mechanisms established with other parties;
- help formulate and coordinate appropriate policies, directives, regulations and strategies which maintain the effects and regulate the Lake Victoria development aspects of the laws adopted;
- consider and, if need be, prepare the conditions required for the establishment of the Lake Victoria free trade area;
- assess and examine the operational performance and the efficiency of the various agreements signed on the development of the area of Lake Victoria;
- establish a mechanism for the exchange of experts and the related professional services in East African countries, and coordinate such activities;
- undertake surveys and research, organize seminars, prepare a programme of action as well as collect, analyze and disseminate the performance statistics of the various institutions in the region;
- standardize the regulations and laws in force at the level of Lake Victoria in order to ensure the homogeneity of the standards and procedures recommended in the area of global development, fair competition and the judicious utilization of the meagre resources available in the ~~area~~ and
- address environmental issues.

It will be noted that any such authority which performs the above functions goes beyond the framework of navigation on Lake Victoria.

The Authority envisaged during the Fourth Meeting of the Permanent Tripartite Commission on Cooperation in East Africa, is charged more specifically with issues relating to transport on this lake.

The disparities in the perception of the role to be entrusted to the Lake Victoria Authority, reveal that the move to first determine the powers of the Authority is not appropriate.

On the other hand, an authority endowed with weak structures at the very beginning, and responsible for an area as specific as inland water transport, would not only be easy to establish but will also require acceptable resources and time-limit to become operational.

The ECA would go for this more cautious and realistic approach, and propose that, in phase one, there be set up a common administration for navigation on Lake Victoria.

However, a study would be necessary to define the most appropriate form of this inter-State cooperation mechanism.

Such a study would, at the same time, cover river and lake reaches common to several States where the proper management of inland navigation activities is a real problem.

The terms of reference of this study which appear at Annex II to this progress report, have been submitted to the meeting.

Coming directly after the study relating to the diagnosis of the various aspects of inland navigation in the East African subregion, the study is moreover the follow-up to the implementation of the Authority.

### **3. CONCLUSION**

The experience acquired by MULPOC in the setting-up of a joint institutional structure for the management of inter-State inland navigation, requires cautious and realistic approaches.

In this connection, an initially weak structure which targets a specific area of activities such as transport on Lake Victoria, is one of the most suitable formulas.

The activities proposed by the MULPOC which seek to establish a Lake Victoria Authority, are centred on an in-depth analysis of such a formula along with its possible variations.

The relevant directives of the meeting on the practical modalities for the execution of these activities, will be appreciable factors that MULPOC will use efficiently for the smooth execution of its activities.

**STUDY FOR THE DEVELOPMENT OF INLAND WATERWAY TRANSPORT  
IN THE EASTERN AFRICAN SUBREGION**

**DRAFT TERMS OF REFERENCE**

**1. Context and justification of study**

The Eastern African subregion embraces the geographic area covering the African Great Lakes zone.

It is also the convergence zone of three of the continent's most important water basins: the Nile, Congo/Zaire and Zambezi river basins.

The sections of these inland drainage systems watering the subregion provide the latter with natural and efficient transport possibilities upon which the three-fold objective of integration, cooperation and opening up land locked countries within the subregion.

During the time of the East African Community ( EAC ), transport operations on Lake Victoria met the three-fold objective: opening up Uganda and part of north-western Tanzania, promotion of integration and cooperation between the Community's three States: Kenya, Uganda and Tanzania.

The object of the study conducted by the Gisenyi MULPOC for the improvement of shipping on the Kagera river was to ease the way for the expansion of the area covered by the Lake Victoria transport service in order to provide Rwanda with direct access and enhance the economic role played by this transport service in opening up Burundi and Rwanda.

By the Belbase agreement signed between Tanzania, Burundi, Rwanda and Zaire, the Kivu-Tanganyika waterways constitute an important link in the system for the opening up of Burundi, Rwanda and part of south-western Tanzania, and an aspect of integration and cooperation between these three countries.

Prior to the independence of Burundi, Rwanda and Zaire, a joint transport enterprise the Compagnie des Grands Lacs (CGL) operated on Lakes Tanganyika and Kivu for the benefit of these countries.

Owing to the collapse of the EAC, difficulties encountered in the application of the Belbase agreements, dissolution of the CGL and the pre-independence ardour fuelled by the principle of national sovereignty, these ties, which could have developed and strengthened the integration and cooperation of the Eastern African subregion, were severed.

At a time when efforts are underway to set up the MULPOC for Eastern Africa, and for which subregional integration and cooperation are the primary objective and priority, what would be more logical and pressing with regard to transport than to include, among MULPOC's maiden activities in this domain, the undertaking of a study for the development of inland waterway transport in Eastern Africa, focusing on the energization of inter-State cooperation, concerns about integration and the opening up of the subregion.

## 2. Objectives

The study for the development of inland waterway transport in the Eastern African subregion focuses on the preparation, in this sector, of a subregional action programme:

- i) that can help this mode of transport play an effective role in opening up the subregion and providing access to the latter's remote areas;
- ii) to improve the efficiency of the subregion's domestic inland waterway transport services, both at national and subregional levels, with emphasis, inter alia, on mobilization and energization of inter-State cooperation in order to minimize costs;
- iii) to ensure improved coordination of inland waterway transport with other modes of transport in order to promote subregional integration

## 3. Contents of the study

The study for the development of inland waterway transport in the Eastern African subregion will essentially comprise three parts, but in order to take into account other relevant national and subregional concerns, it will not be restricted to the three parts, which are as follows:

### 3.1 Development of inland waterway transport in Eastern Africa to domestically and externally open up the subregion : opening up action programme

- inland waterway transport as a link in the system for the opening-up of the subregion;
- assessment of the current situation and problem identification;
- proposal of measures and actions to help inland water transport contribute effectively towards the opening-up of the subregion.

### 3.2 National and subregional development efforts to heighten the efficiency of inland waterway transport: integration and cooperation action programme

- measures and actions to preserve and develop infrastructure ( subregional cooperation for the maintenance and development of infrastructure mapping and beaconing of inland waterways...);
- measures and actions for the maintenance and construction of shipping equipment ( subregional cooperation concerning naval repairs and construction );
- measures and actions to enhance the effectiveness of inland waterway transport services ( subregional cooperation involving operations on the subregional inland waterway transport lines );



- measures and actions to promote joint development of the Eastern African subregion's human resources in the inland waterway transport subsector ( subregional cooperation for the training and management of human resources in the inland waterway transport subsector);
- measures and actions to promote environmental respect and conservation in the subregion's inland waterway transport subsector (pollution and water hyacinth control).
- Institutional measures: common regulation of inland water transport, facilitation of traffic, establishment of Lake Victoria Authority

### **3.3 Development of subregional inland waterway shipping in coordination with other transport service modes in the subregion : coordination action programme**

- coordinating the inland waterway transport network and services with the road network and transport services;
- coordinating the inland waterway transport network and services with the railway network and transport services;
- improving the efficiency and development of the rivers-lakes/road and rivers-lakes/railway interface ( port infrastructure and superstructures ).

## **4. Survey modalities**

### **4.1 Data collection**

The Eastern African MULPOC plans to conduct data collection missions to facilitate the compilation of the study.

Owing to budgetary constraints, the missions will primarily cover Kenya, Tanzania and Uganda.

For other countries such as Burundi and Rwanda, data will be taken from ECA surveys on inland waterway transport concerning these countries.

For other countries that might be involved ( Ethiopia ), data collection will be based on a questionnaire prepared for the entire survey.

### **4.2 Analysis of the data collected and compilation of report.**

### **4.3 Review of the study report in meetings of MULPOC's substantive organs.**

### **4.4 Follow-up on the implementation of the defined action programme .**

The follow-up will be jointly effected by MULPOC, the relevant organs of member States and IGOs/NGOs operating in the geographical zone covered by the MULPOC.

## INLAND WATERWAY TRANSPORT INFRASTRUCTURE CHALLENGES AND PROSPECTS

### DRAFT TERMS OF REFERENCE

#### I. BACKGROUND

The traditional comparative advantages of inland water transport, as compared to other modes of surface transport (economic benefits, more efficient service for land locked riparian countries and remote rural areas) have proved insufficient to arrest the overall decline of inland water transport activities in the world, more particularly in African countries after their independence.

A recent study conducted in 1996 by the Economic Commission for Europe has shown that the state of inland waterways constitutes one of the major constraints that have held back the development of inland water transport in Europe. It was therefore considered essential to improve the inland water transport network.

Transposed into an African content, this observation applies to a most alarming situation. From the early years of independence, the segmentation of each of the major hydrographic stretches of water into national networks rapidly ran into serious difficulties of managing the infrastructural facilities whose basic feature was their mobility and whose establishment required that, primarily, the principle of the hydrological unity of these stretches of water should be respected. In other words, the development of inland navigation facilities among States can only be conceived in terms of concerted programmes for the **maintenance** (first priority), **rehabilitation** (second priority) and **development** (third priority) based essentially on subregional cooperation and integration.

That the time has come for such action is also proven by the fact that it would at the same time sustain and strengthen the timed general recovery of inland water transport activities currently taking place under the influence of new factors such as the rapid growth, particularly in Africa, of factor costs in the construction of road or rail infrastructure or the increasingly pressing concern for environmental conservation (given the fact that inland water transport is perceived as the transport mode having the least adverse impact on the environment).

From the foregoing, it can be seen that the real challenges and prospects for building inland water transport infrastructure in Africa depend principally on the capacity of States, particularly those sharing waterways, to effectively harness their group synergy by fully cooperating so as, on the one hand, to respect the technical requirements for building such infrastructure and, on the other hand, to achieve optimal recurrent costs in the implementation of all the infrastructural maintenance, renovation and development projects.

## II. OBJECTIVES

**Development objective:** to contribute to the achievement of global objective 1 of UNTACDA II.

**Immediate objective:** the idea is to pursue and intensify ECA activities in the inland water transport subsector of Africa with particular emphasis on the establishment of river and/or lake transport administration machinery for the shared waterways delimited by the main African hydrographic basins. This immediate objective is derived from the subsectoral strategy prepared within the context of UNTACDA II (document DOC/UNTACDA/STRAT/91/01) and will translate into action:

(a) Measures in the immediate area of focus of the UNTACDA II subsectoral objectives concerning this transport mode and based on the improvement of navigable waterways through concerted action in the matter of infrastructural maintenance, renovation and development;

(b) The implementation of the UNTACDA II programme for 1995-1997 adopted by the tenth meeting of the Conference of African Ministers of Transport and Communications, particularly activities relating to cooperation in the maintenance of inter-State integrated waterways; and

(c) The promotion of subregional and regional cooperation and integration (one of the five priority programmes of ECA) through the improvement of effective interstate linkages by way of inland waterways.

## III. EXPECTED IMPACT

The expected impact will result from building a group cooperation dynamic and synergy among the countries sharing the waterways in joint implementation of the infrastructural maintenance, renovation and development work on such waterways. This would take the form of:

(a) Improving the operational capacity of the national and subregional institutions responsible for the maintenance, renovation and development of interstate waterways; and

(b) Reducing the costs of such undertakings thereby improving the overall efficiency of transport operations on these waterways.

## IV. IMPLEMENTATION STRATEGY AND APPROACH

### A. Strategy

(i) Given the physical relief and economic conditions (low level of traffic) which now make it impossible to envisage linking up the networks of the various

strategy for the development of inland transport infrastructure, the strategy will be to focus on one water basin at a time and, in specific cases, on a particular stretch of the same water basin;

- (ii) Pragmatic solutions would have to be formulated in order to optimize the implementation of the infrastructural maintenance, renovation and development work on interstate waterways based both on experiences and examples within Africa and outside the continent. In this regard, useful reference should be made to the experiences of assistance provided by other United Nations regional commissions such as ECE and ESCAP as well as the experiences of river basin commissions, particularly those specifically responsible for the administration of inland water transport (OMVS and SCEVN in Africa, the Central Commission for Navigation on the Rhine (CCNR) and the Danube Commission in Europe together with the Mekong Delta Commission in Asia.

#### B. Approach

- (i) Targeting among the major stretches of interstate water basins in Africa (Annex) those which present genuine prospects for the development of cooperation in inland water transport;
- (ii) Contacting African and non-African institutions mentioned under items ii) above and sending them the terms of reference in order to elicit their assistance for the implementation of the study; and
- (iii) Setting up, on the basis of the outcome of the initial contacts, a team made up of the focal point and one consultant who will be responsible for undertaking the study with the cooperation of the appropriate IGOs.

#### V. **CONTENT OF THE STUDY**

The study will focus on four main stretches of the following African water basins selected in accordance with the criteria defined under item b (i) and adequately representing the different variants actually encountered:

1. Lake Victoria: Upper reach of the Nile for which the establishment of a Victoria Lake Authority is provided for in the plan of action of the Commission for East African Cooperation.
2. Lake Kivu/Tanganyika: Upper reach of the Congo/Zaire River considered in an ECA study on the establishment of cooperation machinery in the matter of infrastructural maintenance. for this stretch of lakes Kivu and Tanganyika:
  - (a) ECA initially established a permanent committee of national officials responsible for transport on the two lakes (COPTRALAC); and
  - (b) Subsequently, COMESA established a standing committee for transport on lake Tanganyika.

3. The middle reach of the Congo/Zaire rivers where the Congo and the Central African Republic are operating the Service Common d'Entretien des Voies Navigables (SCEVN).

4. The Senegal River where the organization for the development of the Senegal River Basin (OMVS) provides integrated management of the basin including management of navigational facilities under UNTACDA II programme IWT-87-01.

In all four cases, the study will basically cover:

- (a) A situational analysis of inland water transport infrastructures;
- (b) A detailed analysis of structures now existing particularly from the viewpoint of efficiency in terms of infrastructural development of interstate waterways;
- (c) The design of appropriate administrative structures for the joint management of inter-state waterways including the comparative study of the various actions proposed; and
- (d) Practical modalities for adopting the structure that best fits the area administered.

## VI. ACTIVITIES

### A. Focal point

- Contacts with other regional economic commissions as well as the river and lake basin development organizations in Africa and outside the continent;
- Conducting the study activities described under item 5 (a and b) on two of the four target areas (middle XXXXXXXX of the Congo/Zaire river and the Senegal River);
- Joint activities with the consultant for all the four areas to be administered under items 5 (c and d).

### B. Consultant

Should be a trained jurist/economist with sound experience of the establishment and operation of river and lake transport administrations.

- Conducting the study activities described under item 5 (a and b) and relating to the upper reaches of the Nile (Lake Victoria) and the Congo/Zaire river (Lakes Kivu and Tanganyika);
- Joint activities with the focal point for all the four areas to be administered under items 5 (c and d).
- Drafting and synthesis of the final report.

**VII. RESOURCES REQUIRED**

Focal point	2m/m, mission	\$US 3,000
Consultant	2m/m,	\$US 30,000

**VIII. IMPLEMENTATION PLAN**

Drafting of terms of reference:	February 1997
Contacting specialized institutions:	March 1997
Recruitment of consultants:	Beginning May 1997
Field missions:	September 1997
Document preparation:	October 1997

**ANNEX**

The main inter-state waterways in Africa can be found in the following six most important water basins. (The countries and specialized institutions involved in the administration of the shared subregional waterways are placed between brackets):

- (a) Congo/Zaire River: Upper reaches (Lake Kivu/Tanganyika system: Burundi-Rwanda, Tanzania, Zambia, Zaire COMESA); middle reaches (Cameroon, the Congo, Central African Republic, Zaire, UDEAC); lower reaches (Angola, Zaire);
- (b) River Niger: middle/lower reaches (Mali, Niger, Cameroon, Nigeria, ABN);
- (c) River Nile: Upper reaches (Lake Victoria system: Kenya, Uganda, Tanzania, PTC/EAC, KBO); lower reaches: (Egypt, the Sudan);
- (d) River Senegal: middle and lower reaches: (Mali, Mauritania, Senegal, OMVS);
- (e) Zambezi River: middle reaches (Zambia, Zimbabwe, Mozambique, SADC); lower reaches including Lake Malawi (Malawi, Mozambique, Tanzania, SADC).

To a lesser degree for the moment:

- (f) The Chari-Logone-Lake Chad basin complex: lower reaches (Cameroon, the Niger, Nigeria, Chad LCBC).