A WEST AFRICAN TRANSPORT & FACILITATION OBSERVATORY
Feasibility Study

STRIVING FOR A BORDERLESS WEST AFRICA

Mandate - Institutionalization - Financing

AUGUST 2011

Sustainability of the joint UEMOA and ECOWAS Improved Road Transport Governance Initiative created in 2005 with financial and technical assistance from the USAID West Africa Trade Hub.
A West African Transport and Facilitation Observatory – Feasibility Study

A USAID Trade Hub-financed consultancy report

Acknowledgements
The main authors of this study are Dr. Stephanie Diakité, Institutional Development and Governance Specialist, partner in CATEK GROUPE SA and N’Guessan N’Guessan, Independent Transport Sector Specialist.

Information was graciously provided by public, private sector, civil society, and multilateral and bilateral development partner stakeholders in the transport sector in the ECOWAS and UEMOA regional economic communities (REC).

Niels Rasmussen and the members of the USAID West Africa Trade Hub Transport team contributed extensively to the study as well as Vanessa Adams, West Africa Trade Hub Chief of Party.

The teams of UEMOA’s Transport Directorate and Strategic Programming Unit strongly supported the study to ensure that it takes the strategic interests and practical needs of the many West African road transport stakeholders into account.

N’Guessan N’Guessan
Independent Consultant
Transport Sector Specialist
Mobile: +233 249 301 141 / + 225 05058102
nguessa_2ka@yahoo.fr

Stephanie Diakité, JC-JD/MBA/PhD
Institutional Development and Governance Specialist
Tél. +223 44 90 17 88
Fax. + 223 44 90 17 79
stephaniediakite@catek-uemoa.com/
www.catek-uemoa.com
Mobile: (223) 76 43 89 06

For more copies of this report please contact info@watradehub.com

DISCLAIMER
The authors’ views expressed in this publication do not necessarily reflect the views of the United States Agency for International Development or the United States Government.
Background

West African regional and national policymakers have concluded that the transport sector plays an essential role in the economic development of the sub region and generates approximately six percent of its gross domestic product. Reducing transport costs, which are among the highest in the world, would make West African exporters more competitive in world markets.

This study was commissioned by the USAID West Africa Trade Hub, the principal financial and technical partner of the UEMOA-coordinated Improved Road Transport Governance Initiative (IRTG). USAID/Trade Hub’s support of the initiative seeks to assist regional and national stakeholders to reduce corruption and delays along primary trade corridors and identify other cost drivers in order to eliminate inefficiency and promote sustainable development in the transport sector.

The USAID Trade Hub is implemented by CARANA Corporation to promote trade and help African exporters compete in international markets. The USAID Trade Hub operates in 21 countries in West Africa to increase exports of regional products and stimulate job creation through regional trade, and targeted support of export industries. The USAID Trade Hub also works to resolve issues in areas that affect companies generally: transportation, finance, business environment and telecommunications.
# TABLE OF CONTENTS

TABLE OF CONTENTS ................................................................. 4
LIST OF FIGURES ............................................................... 5
LIST OF TABLES ................................................................. 5
ABBREVIATIONS AND ACRONYMS ........................................ 6
EXECUTIVE SUMMARY ....................................................... 7
A WEST AFRICAN TRANSPORT & FACILITATION OBSERVATORY – FEASIBILITY STUDY ........................................... 13
CONTEXT AND OBJECTIVES OF THE STUDY .......................... 13
CONTEXT .............................................................................. 13
OBJECTIVES ......................................................................... 13
SCOPE AND METHODOLOGY OF THE STUDY .......................... 14
SCOPE .................................................................................. 14
METHODOLOGY ..................................................................... 14
BRIEF HISTORY AND PRESENTATION OF THE IRTG INITIATIVE 15
OPPORTUNITIES AND CHALLENGES TO SUSTAINING THE IRTG INITIATIVE ....................................................... 21
RECOMMENDATIONS ......................................................... 27
MANDATE .............................................................................. 27
INSTITUTIONALIZATION ....................................................... 29
EXAMPLES OF WORKING MODELS ...................................... 29
RELEVANCE OF THE WORKING MODELS TO THE IRTG SUSTAINABILITY PROCESS .................................................... 33
PROPOSAL .......................................................... 35
JOINT ECOWAS/UEMOA WEST AFRICA TRANSPORT AND FACILITATION OBSERVATORY ..................................................... 37
INTRODUCTION ................................................................. 37
PROPOSED GOVERNANCE AND INSTITUTIONAL FRAMEWORK 38
TECHNICAL AND FINANCIAL ASSISTANCE OPPORTUNITIES 41
NEXT STEPS .......................................................................... 42
FINANCING AND TECHNICAL SUPPORT NEEDED FOR THE TRANSITION PLAN ....................................................... 43
ANNEXES .............................................................................. 44
ANNEX 1: LIST OF STRUCTURES AND INDIVIDUALS ENCOUNTERED ................................................................. 44
ANNEX 2: DOCUMENTATION CONSULTED .......................... 45
ANNEX 3: TERMS OF REFERENCE ........................................ 47
LIST OF FIGURES

FIGURE 1: INSTITUTIONAL FRAMEWORK – ABIDJAN-LAGOS CORRIDOR ORGANIZATION 31
FIGURE 2: WAPP INSTITUTIONAL FRAMEWORK - SOURCE WAPP, 2011 33
FIGURE 3: PROPOSED ORGANIZATIONAL STRUCTURE FOR OBSERVATORY 40

LIST OF TABLES

TABLE 1: USAID WEST AFRICA TRADE HUB FINANCIAL AND EQUIPMENT SUPPORT TO UEMOA-COORDINATED IRTG INITIATIVE FOCAL POINTS 17
TABLE 2: UEMOA-COORDINATED IRTG INITIATIVE INDICATORS 18
TABLE 3: MEASURES AND OUTCOMES WEST AND CENTRAL AFRICA 19
TABLE 4: INDICATORS FOR ON-GOING PERFORMANCE-MONITORING – COMPONENTS OF THE JOINT ECOWAS/UEMOA IRTG INITIATIVE 27
TABLE 5: SAMPLE MODULAR PERFORMANCE MONITORING MATRIX 29
TABLE 6: ACTIVITY BUDGET - TRANSITION PLAN 43
ABBREVIATIONS AND ACRONYMS

ALCO  Abidjan Lagos Corridor Organization
CILSS  Comité Permanent Inter-Etats de Lutte Contre la Sécheresse dans la Sahel/Permanent Inter-State Committee on Drought Control in the Sahel
ECOWAS  Economic Community of West African States
EDF  European Development Fund
EU  European Union
IRTG  Improved Road Transport Governance Initiative
OECD  Organization for Economic Cooperation and Development
RIP  Regional Indicative Program
SSATP  Sub Saharan Africa Transport Policy Program
UEMOA  Union Economique et Monétaire Ouest-Africaine (also known as WAEMU - West African Economic and Monetary Union)
USAID  United States Agency for International Development
USAID/ATP  USAID Agribusiness and Trade Promotion Project
USAID/E-ATP  USAID Enhanced Agribusiness and Trade Promotion Project
USAID/WARP  USAID West Africa Regional Program
WAPP  West Africa Power Pool
EXECUTIVE SUMMARY

The overall objective of the study is to contribute to the effectiveness of the Improved Road Transport Governance (IRTG) initiative as an instrument for improving transport competitiveness in West Africa and to identify appropriate ways and means to sustain it. A further objective is to assess the feasibility of enriching the mandate of the IRTG initiative to make it into a transport and facilitation observatory. Three main issues are analyzed for the purpose of proposing sustainability recommendations: mandate, institutionalization and financing.

Opportunities and Challenges to sustaining the IRTG initiative

According to transport stakeholders, through the production and wide dissemination of valuable information, the IRTG initiative has contributed to a number of important changes. For example, the average amount of road bribes has decreased by 50% in Ghana since 2008 and in Senegal, road bribes that were previously rated at the top of the scale have decreased by approximately 40% since 2009. These successes have proved that the pilot approach to evidence production and dissemination for advocacy support work is practical, and drives results.

The UEMOA-coordinated IRTG initiative has become well known and recognized as valuable for road transport facilitation during recent years. Developed as a pilot monitoring and evaluation mechanism, it is however not embedded in the fabric of West African institutions. Consequently, it has yet to benefit from formal structural identity and associated human, technical and financial resource autonomy.

Enhancing and broadening of the methodologies and scope of the IRTG initiative would add further value to its outputs that would contribute to its usefulness in the policy arena. This would support its sustainability.

During the study, the UEMOA Commission clearly stated its interest in sustaining and enhancing the mechanism to cover more corridors in the UEMOA zone and more indicators in support of UEMOA-zone trade, integration and transport infrastructure objectives. However, as the principal technical resource and financier of the UEMOA-coordinated IRTG initiative is the USAID West Africa Trade Hub—a contractually time- and budget-bound project—its conceptual and financial sustainability is at risk.

In its 2011 Technical Note on the IRTG initiative, UEMOA’s Transport Directorate indicated that the road governance roles and responsibilities of the USAID West Africa Trade Hub should be transferred to the UEMOA Commission (assumedly to the Transport Directorate).

There are a number of obstacles to transferring the Trade Hub’s road governance roles and responsibilities to the UEMOA Transport Directorate, such as:

- The execution footprint of the current UEMOA-coordinated IRTG initiative exceeds the geographical scope of the UEMOA Commission.¹

¹ The UEMOA region comprises Benin, Burkina Faso, Cote d’Ivoire, Mali, Niger, Senegal, Togo and Guinea-Bissau, the only non-Francophone member.
• One of the most important complaints of the member states is that the UEMOA Commission implements too much programming that, according to UEMOA, policy and strategy should be implemented by public, private sector and/or civil society organizations in the member states.

• The assumption of the roles and responsibilities of the USAID West Africa Trade Hub’s road governance team by the UEMOA Commission would diminish the independence of the corridor monitoring activity.

ECOWAS, the Economic Community of West African States, also runs a complementary trade and road transport facilitation project along the Abidjan-Lagos corridor. The project’s aim is to remove barriers to trade and transport in the ports and along that route. The ECOWAS-coordinated initiative is implemented by the Abidjan Lagos Corridor Organization (ALCO). ALCO and the USAID West Africa Trade Hub signed a Memorandum of Understanding in July 2009 and collaborate closely on trade and transport facilitation issues by collecting and disseminating information.²

During the study, (ALCO) also indicated that it has established since 2005 an observatory of abnormal practices along the corridor, and is interested in expanding its monitoring work. This will require some adjustments to its institutional framework. Finally, the study analyzed assumption of the UEMOA-coordinated component by an independent non-government organization. The advantages and disadvantages of this type of structuring are approximately equal.

Proposed Governance and Institutional Framework

This study proposes the formation of a West Africa Transport and Facilitation Observatory, which would be a specialized institution of ECOWAS and UEMOA covering the member states of these regional communities. It would be a public international organization operating in the general interest of the regional transport network system with a view to providing West Africa region-wide evidence through on-going corridor performance monitoring, benchmarking, and dissemination of transport and logistics information to public, private and civil society stakeholders in support of the implementation of informed policies removing barriers to trade.

The West Africa Transport and Facilitation Observatory would work in close collaboration with its multinational and national stakeholders such as ALCO and UEMOA and ECOWAS National Facilitation Committees and Corridor Management Committees to ensure the evidence it produces seamlessly enters the policy dialog and that it is available to public, private sector and/or civil society actors in the transport sector.

Until such time as the West Africa Transport and Facilitation Observatory is established and fully functioning, it would operate under the shared auspices of ECOWAS and UEMOA as part of the Regional Transport Facilitation Program. As such, it would be eligible for long- and short-term technical and financial assistance from ECOWAS and UEMOA in collaboration with their technical and financial partners.

The West Africa Transport and Facilitation Observatory governance structure would be comprised of:

---

² ALCO—a sub-regional Organization comprising five countries (Cote d’Ivoire, Ghana, Togo, Benin and Nigeria) funded by the World Bank, the Global Fund to fight AIDS, Tuberculosis and Malaria—monitors and reports on the port dwell time, single window, border crossing time, road condition, level of checkpoints, bribes and delays on the Abidjan-Lagos corridor to facilitate trade and better understand truck drivers’ influence on the spread of sexually transmitted infections, HIV and AIDS.
- A General Assembly comprised of the members of the Observatory. Designated representatives of the ECOWAS and UEMOA Commissions would jointly preside over the General Assembly during the life of the organization. All other officers of the General Assembly would be elected by the General Assembly on a tri-annual basis.

- An Executive Board with designated representatives of ECOWAS and UEMOA co-presiding until the Observatory is fully established and functional. They would be assisted by a limited number of voting representatives elected by the General Assembly. Once the Observatory is fully established and functioning, the General Assembly would elect all officers of the Executive Board.

The Observatory’s technical and financial partners and members regularly providing corridor performance-monitoring services to the Observatory on a performance-based contracting basis would be represented on the Executive Board. They would not however be voting members of the Executive Board.

The Executive Board would invite and be assisted by a consultative committee comprised of sector and monitoring and evaluation experts (both Observatory members and non-members) so that the organization maintains the highest standards of corridor performance-monitoring.

The Observatory would be managed by a General Secretariat comprised of salaried personnel recruited by open and unbiased competition as defined by ECOWAS and UEMOA regulations to this effect.

**Mandate Recommendations**

For the time being, the ECOWAS/ALCO and UEMOA/USAID West Africa Trade Hub components of the IRTG initiative would continue to collect and disseminate information on transport facilitation indicators. The Trade Hub’s Transport team has initiated benchmarking on selected transport cost and logistics factors under separate programming. It is investing significant effort and resources in information-sharing and advocacy support stemming from its monitoring work.

To drive sustainability it is recommended that the stakeholders progressively increase the content and geographical scope of transport monitoring and dissemination/advocacy support. The ultimate goal of the increases is the implementation of a modular corridor performance-monitoring protocol on the major trade corridors of the ECOWAS/UEMOA zone in the service of evidence-based policymaking in the field of West African regional transport.

ECOWAS and UEMOA are both interested in establishing transport observatories to provide evidence for informed policy reform and implementation in, amongst and across their member states.

Transport industry stakeholders are interested in obtaining evidence in support of advocacy, targeting more cost-effective movement of people, goods and capital for the purpose of trade in and across West Africa.

**Institutionalization Recommendations**

The proposed Observatory would have specialized institutional status in both of the regional economic communities. It would be progressively developed in terms of technical, human and financial capacity needs. Its development phase, under the auspices of ECOWAS and
UEMOA, would be marked by significant technical and financial assistance for implementation structures and its management services and personnel.

The purpose of the West Africa Transport and Facilitation Observatory would be to:

- Support evidence-based policy making in the field of regional transport in West Africa
- Support evidence-based advocacy for improved transport in West Africa
- Provide guides, directories and other information to facilitate West Africa transport
- Provide capacity-building support for regional and national transport institutions and the development and professionalization of West African transport and logistics.

The Observatory would build on the existing ECOWAS-UEMOA IRTG initiatives. From this base, the Observatory could grow in many ways, for example:

- Expand geographical coverage of the IRTG to eventually include all of the ECOWAS/UEMOA transport corridors
- Extend the current IRTG indicator set to include not only road transport but also ports and inland terminals, building on cost studies implemented during the pilot phase of the IRTG initiative and calling on regional and national transport sector indicator sets
- Add regional and national indicators to cover delays, uncertainties, costs/prices, and illicit payments at regular intervals for the whole logistics chain, for the different modes and nodes of the transport sector
- Include additional focus and issues of regional transport and trade to supplement the current focus on transit trade
- Expand the categories of drivers, trucks and cargo surveyed to include not only “legal” vehicles and extend to all kinds of transport, including regional trade related to food security
- Incorporate other modes of transport into studies, i.e., road, rail, maritime and air
- Collect traffic flows and other transport statistics from national institutions and present these for the region via appropriate media outlets (e.g. databases on the Observatory’s website)
- Collect survey and control data on the implementation of priority policy implementation such as member-state compliance and corridor monitoring of ECOWAS/UEMOA axle-load regulations, preferential treatment of transport and transit of agricultural and livestock products and the effective implementation of ECOWAS and UEMOA transport and trade policy
- Undertake corridor and value chain studies as well as studies of specific transport and facilitation issues as they arise
- Produce guides and directories to support capacity building in regional and national transport institutions and agencies and professionalization of the trade, transport and logistics industries
- Expand and deepen information dissemination and advocacy support action to engage and mobilize stakeholders to implement appropriate transport policy
reform and implementation improvements to remove barriers to trade and to drive “legal” trade and transport

- Design, develop and continuously improve transport information data collection, analysis and dissemination methodologies pursuant to its mandate.

As a specialized institution of ECOWAS and UEMOA, the Observatory would be eligible for both technical and financial capacity-building and short- and long-term assistance from the regional economic communities and their technical and financial partners during both the development and fully functional phases of its existence.

**Financing and Technical Assistance Recommendations**

The proposed model would be eligible for a variety of financing during its development phase under the auspices of ECOWAS and UEMOA. ECOWAS and UEMOA could:

- Fund activities and/or personnel as part of their internal budgets stemming from internal resource management activity in the member states;
- Integrate programming in support of the development of the Observatory in the Regional Indicative Programming instrument with the European Union;³
- Be eligible for support from the Sub Saharan Africa Transport Policy (SSATP) program of the World Bank for development of the Observatory;⁴
- Designate the Observatory as a recipient of technical and financial assistance under existing and future Strategic Objective Agreement Grants with USAID;
- Apply for long- and short-term technical assistance from other multilateral and bilateral partners, private and civil society organizations and/or foundations, etc.

**Next Step Recommendations**

It is recommended that the stakeholders consider the following sustainability process plan:

1. **ESTABLISH THE IRTG STEERING COMMITTEE AND THE IRTG SUSTAINABILITY PROCESS STEERING COMMISSION**

2. **IDENTIFY AND MOBILIZE THE SUSTAINABILITY PROCESS STEERING COMMISSION MEMBERS**

3. **DEFINE AND DESIGN THE SUSTAINABILITY PROCESS**

4. **DEFINE, DESIGN AND IMPLEMENT THE IRTG INTIATIVE TRANSITION PLAN**

To facilitate the implementation of the above-listed activities, the Joint IRTG Steering Committee and its Joint IRTG Sustainability Process Steering Commission could apply for technical and financial assistance from ECOWAS, UEMOA and their respective development partners.

During the transition period, it is estimated that approximately 3 to 6 million dollars per year of financing would be required; first to maintain, and secondly, to progressively enrich the

---

³ The Regional Indicative Program refers to the European Union’s provision and strategy for allocating aid to West Africa, represented by ECOWAS and UEMOA.

⁴ The Sub-Saharan Africa Transport Policy Program (SSATP) is a partnership of 36 African countries, 8 regional economic communities, 3 African institutions—AU/NEPAD and UNECA, national and regional organizations as well as international development partners—dedicated to ensuring that transport plays its full part in achieving the developmental objectives of Sub-Saharan Africa: poverty reduction, pro-poor growth, and regional integration.
scope and content of IRTG data collection, verification, analysis and dissemination/advocacy support activities, suitable benchmark studies, and other relevant transport sector observation activity.
A WEST AFRICAN TRANSFER & FACILITATION OBSERVATORY – FEASIBILITY STUDY

INSTITUTIONALIZATION, FINANCING AND MANDATE

CONTEXT AND OBJECTIVES OF THE STUDY

Context
Transport costs in Sub-Saharan Africa are amongst the highest in the world. Chronic high cost of transport has a significant impact on trade performance as it is estimated that a 10% drop in transport costs increases trade by 20% (Limao and Venables, 2001). Transport costs are high in West Africa for several reasons including, among others, road harassment along inter-state corridors.

The joint UEMOA and ECOWAS Improved Road Transport Governance (IRTG) initiative was officially created in 2005 with financial and technical support from the USAID West Africa Trade Hub in order to provide independent, reliable, and relevant information on road harassment. The initiative is supported by a network of Focal Points—Chambers of Commerce or Shipper’s Councils—for data collection, and by National Coordinators—Ministry of Transport—for coordination with government agencies and for the distribution of road harassment evidence in countries where data is collected.

During its 5th meeting in July, 2010, the IRTG Steering Committee asked the USAID West Africa Trade Hub to conduct a study on the sustainability of the initiative.

Objectives
The overall objective of the study is to contribute to the effectiveness of the IRTG initiative as an instrument for improving transport competitiveness in West Africa and to identify appropriate ways and means to sustain the IRTG initiative financially. A further objective is to assess the feasibility of enriching the mandate of the IRTG initiative to make it into a transport observatory.

5 According to the July, 2008 Transport Prices and Costs in Africa: A Review of the Main International Corridors by Supee Teravaninthorn and Gaël Raballand for the Africa Infrastructure Country Diagnostic, a few empirical studies, including trucking surveys carried out since the mid-1990s, demonstrated that transport prices were high in Africa compared with other regions. One study (Rizet and Hine 1993) estimated that road transport in three Francophone African countries (Cameroon, Côte d’Ivoire, and Mali) was up to six times more expensive than in Pakistan and about 40% more expensive than in France (where labor rates are much higher). Another study comparing seven countries in three continents demonstrated that for distances up to 300 kilometers, the unit costs of road transport in Africa were 40–100% more than rates in South East Asia (Rizet and Gwet 1998). Transport prices for most African landlocked countries range from 15–20% of import costs (MacKellar et al. 2002)—a figure three to four times more than in most developed countries. According to the 2010 USAID West Africa Trade Hub study “Trucking to West Africa’s Landlocked Countries: Market Structure and Conduct”, Sahelian landlocked countries—Mali, Burkina Faso and Niger—suffer from high costs of road haulage due to long distances to ports, poor roads, unroadworthy trucks, poor logistics and corruption—in addition to the structural problems of highly imbalanced trade and lack of economies of scale. High costs limit the competitiveness of their transit trade through West Africa’s ports. The resulting low volumes of trade limit their prospects for economic development and thus limit growth in employment and incomes.

6 The initiative currently collects and disseminates road governance information in Burkina Faso, Côte d’Ivoire, Ghana, Mali, Senegal, and Togo.
The terms of reference break the overall objective into six (6) detailed sub-objectives as follows:

- Analyze how to institutionalize the IRTG as an independent structure or as a component of an existing organization such as UEMOA, ECOWAS, the Sub-Saharan Africa Transport Policy framework (SSATP), the Abidjan-Lagos Corridor Organization (ALCO), or any other relevant organization;
- Analyze how each option for institutionalization would influence the ability of the IRTG to be funded by donors such as USAID, the World Bank, the EU (European Union), and others;
- Analyze potential governance structures and their impact on the operational and financial flexibility of the IRTG;
- Analyze the feasibility of extending the IRTG mandate to include, but not limited to:
  - Transport costs studies and other transport activities currently handled by the Trade Hub
  - Providing technical assistance in producing and publishing transport related statistics
  - Any other activity as identified by the Consultants
- Develop financial plans for each institutional option
- Propose a financing mechanism

**SCOPE AND METHODOLOGY OF THE STUDY**

**Scope**

The study focuses on the sustainability of the IRTG initiative coordinated by UEMOA that has been the recipient of USAID West Africa Trade Hub technical and financial assistance. This component of the joint ECOWAS/UEMOA initiative concerns corridor monitoring of three indicators on five of the eleven UEMOA corridors and one corridor that spans territories in both the ECOWAS and UEMOA regional economic communities (Tema-Ouagadougou).

Three main issues are analyzed for the purpose of proposing sustainability options and recommendations for the IRTG initiative: institutionalization, financing, and mandate.

**Methodology**

This is the first analysis of the sustainability of the IRTG initiative. The study was implemented in four phases.

Phase I comprised a desk study of the framework documentation and the outputs of the UEMOA-coordinated IRTG initiative. It also included research on the institutionalization, financing, and mandate of other observatories operating in Africa for the road transport sub-sector (including the sister component of the IRTG initiative implemented on the Abidjan-Lagos corridor under the tutelage of ECOWAS). Further research sought to identify competent monitoring service delivery organizations and associated best practices in the transport sector as well as in other priority development domains. During Phase II of the study, the team consulted with international, regional, national, and local stakeholders in the
IRTG initiative to identify and understand their strategic interests and practical needs for the sustainability of the initiative. Phase III comprised quantitative and qualitative analysis of information collected during Phases I and II of the study. Phase IV comprised a stakeholder’s feedback workshop to discuss the results of the study and the recommendations and proposals of the authors.

**BRIEF HISTORY AND PRESENTATION OF THE IRTG INITIATIVE**

The Improved Road Transport Governance (IRTG) initiative dates back to 1997 when the Enterprise Network of West Africa (REAO), commissioned a study “Etude sur le Projet Pilote de l’Observatoire des Pratiques anormales sur le franchissement des frontières”. In 2003 an ECOWAS Decision formally established “Observatories to identify bad practices.”

The IRTG is part of a collaborative arrangement between ECOWAS and UEMOA whereby the IRTG would be implemented as part of the regional program for transport facilitation that is jointly coordinated by ECOWAS and UEMOA. On 31 January 2003, UEMOA sent an official letter to USAID and the World Bank requesting the financing of a number of actions which would lead to the establishment of the IRTG initiative.

Subsequent to this, a meeting was held from the May 17-18, 2005 between representatives of ECOWAS, UEMOA, USAID West Africa Trade Hub and the World Bank, where it was decided that:

- The Improved Road Transport Governance (IRTG) Initiative would incorporate transport governance monitoring work implemented with World Bank financial and technical assistance on the Abidjan-Lagos corridor. This work would be coordinated by ECOWAS;
- Transport Governance monitoring work on three priority corridors including Tema-Ouagadougou, Lomé-Ouagadougou-Niamey, and Cotonou-Niamey would be undertaken with USAID West Africa Trade Hub financial and technical assistance. This work would be coordinated by UEMOA.
- It was further decided that USAID funding limitations and the existence, or not, of National Transport Facilitation Committees (foreseen under the collaborative protocol mentioned above) would be used for the determination of the corridors (or portions of corridors) to be monitored by the UEMOA-coordinated IRTG activities.

According to the collaborative protocol, the original design of the IRTG initiative called for a multi-stakeholder steering committee comprised of representatives of ECOWAS, UEMOA, the World Bank, the Abidjan-Lagos Corridor Organization (ALCO—designated to monitor road governance on that corridor), and representatives of USAID/West Africa Regional Program (WARP) (to ensure that regional integration objectives be taken into account during the implementation of the IRTG initiative). During implementation, the above-listed parties have signed a Memorandum of Understanding, collaborated and shared information, but the

---

7 REAO/6MON 97/3-10-97/ABJ
8 ECOWAS Decision Relating to the Establishment of A Regional Road Transport and Transit Facilitation Programme in Support of Intra-Community Trade and Cross-border Movements A/DEC/13/01/01/03 dated 31 January 2003
execution of the two components of the initiative has been separated according to corridor-monitoring responsibilities indicated above.

The following organizations and structures are directly involved in the implementation of the IRTG initiative:

- **UEMOA.** The IRTG initiative is informally anchored in this institution and the UEMOA Transportation Directorate is charged with overall supervision and coordination on the basis of its sectoral purview (transport).\(^{10}\) The UEMOA Computer Services Unit contributes to corridor monitoring data entry and analysis, the Communications Directorate supports dissemination of the IRTG corridor monitoring reports. The IRTG does not however directly benefit from the strategic programming, policy analysis, or resource mobilization structures of the Commission.

- **USAID West Africa Trade Hub.** The USAID Trade Hub provides technical and financial assistance to the IRTG initiative, notably for the corridors under UEMOA monitoring purview.\(^{11}\)

- **National Coordinators** (transport ministries in countries where the IRTG initiative is implemented). National Coordinators supervise activities at the national level and ensure the collaboration of regional governing bodies (UEMOA or ECOWAS). When IRTG monitoring is introduced in a country, the National Coordinators participate (with UEMOA and/or ECOWAS) in the selection of IRTG initiative focal point(s).

- **Focal Points.** The IRTG Focal Points supervise the routine monitoring and data collection by volunteer drivers operating vehicles fulfilling all standing operating regulations. They verify data collected and transmit it to designated data entry and analysis services at UEMOA.\(^{12}\) Focal Points are functioning structures such as Shippers’ Councils or Chambers of Commerce that have a vested interest in positive change in road governance. They provide office space and a minimum package of equipment (telephone, internet access) for the work they do in support of the IRTG initiative to facilitate communication and information-sharing with national coordinating bodies and other Focal Points. The USAID West Africa Trade Hub provides financing to cover the cost of hiring two IRTG field agents and a supervisor and some IT equipment to each of the Focal Points.

---

10 Anchoring is informal in that it is derived from a simple collaborative agreement between ECOWAS and UEMOA.  
11 The World Bank provides financial and technical assistance for monitoring implemented by ALCO on the Abidjan-Lagos corridor under ECOWAS’ purview and the USAID West Africa Trade Hub has financed a number of joint information dissemination activities in collaboration with ALCO for corridor work implemented under both UEMOA and ECOWAS coordination. Since ALCO became a principal beneficiary of the Global Fund to fight AIDS, Tuberculosis and Malaria for its HIV and AIDS work, it has separated structural, human and financial resources for transport facilitation and HIV and AIDS work by the organization because the Global Fund refused to invest in the transport facilitation work. General coordination personnel including the Executive Secretary of the organization are paid by the Global Fund. The transport facilitation programming is coordinated by a Component Coordinator.  
12 Drivers are interviewed to verify data collected and there are a number of controls embedded in the data-entry software.
Since 2005, UEMOA, with support from the USAID West Africa Trade Hub, has broadened the scope of the monitoring work from three to six corridors and is set to initiate work on a seventh corridor. Three basic indicators are monitored on each of the corridors. Data is collected and recorded by volunteer truck drivers with all their papers in order, operating roadworthy and correctly-loaded trucks carrying correctly-documented transit goods. Data collected is entered into a UEMOA-owned relational database by the Focal Points and sent through the web to the UEMOA Computer Services Unit (Direction des Services Informatiques) where it is analyzed to establish averages for each of the indicators. UEMOA prepares the quarterly report of the quantitative analysis with the assistance of a consultant retained using USAID West Africa Trade Hub financing. The report presents the indicators as average totals per trip and averages per 100 km for each corridor and for each sub-corridor within participating countries. The report also breaks down the number of checkpoints and bribes collected per uniformed service manning them, both per trip and per 100 km.

13 License, ID, travel documents, vaccination documents, etc.
Table 2: UEMOA-coordinated IRTG initiative indicators

<table>
<thead>
<tr>
<th>IRTG INDICATOR SET</th>
<th>Length of Corridor (km)</th>
<th>Average number of controls</th>
<th>Average bribes (in CFA francs)</th>
<th>Average Delays (in minutes)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Tema-Ouagadougou</td>
<td>1057</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Ouagadougou-Bamako (both the north and south loops of the corridor)</td>
<td>920</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Lomé-Ouagadougou</td>
<td>1020</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Bamako-Dakar</td>
<td>1476</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Abidjan-Ouagadougou</td>
<td>1263</td>
<td>Per Trip</td>
<td>Per 100 km</td>
<td>Per Trip</td>
</tr>
<tr>
<td>Abidjan-Bamako</td>
<td>1174</td>
<td>Per Trip</td>
<td>Per 100 km</td>
<td>Per Trip</td>
</tr>
<tr>
<td>NEW CORRIDOR TO BE INITIATED – Cotonou-Niamey</td>
<td>ND</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Source: USAID West Africa Trade Hub, April 2011

With the support of the USAID West Africa Trade Hub, the UEMOA-coordinated IRTG initiative has revised the survey form completed by truck drivers to allow for new indicators such as: total time of trip, total and processing time at border crossings, time and bribes while finding/collecting cargo, time and bribes for clearance and unloading after arriving at destination.

New variables have been added that would allow for more in-depth analysis including:

- Goods transported, in particular perishable goods versus non-perishable goods;
- Day/night (there are indications that harassment increases after dark);
- Legal/illegal—for the time being, the initiative focuses exclusively on “legal” trucks. There are indications that this status, notably concerning truck loads, may evolve during a surveyed trip.

To ensure quality, the Trade Hub employ field researchers who regularly travel the corridors to ensure the correctness of the information provided by volunteer truck drivers.

The USAID Trade Hub integrates the results into dissemination/advocacy support tools in the form of reports, pamphlets, posters, maps and various web-based materials.

As of the date of this study, each of the fourteen (14) quarterly reports published have been disseminated to more than 1,500 stakeholders at local, national and regional levels. The
Trade Hub facilitates and implements dissemination and advocacy support activities across the region in collaboration with IRTG stakeholders in order to promote the reduction of checkpoints, delays and bribes. These activities, financed by the USAID West Africa Trade Hub, are aimed at engaging with all relevant public and private sector stakeholders and mobilizing them to achieve more competitive West African transport and logistics services. For example, every quarter in every country participating in the IRTG initiative, workshops or “road shows” are organized with Trade Hub support where truck drivers, uniformed services and other stakeholders exchange experiences and seek improvements to the fluidity of transit corridors.  

Since the 8th Report (April 1-June 30, 2009), the IRTG initiative has also published road governance data collected, analyzed, and reported on by the USAID Agribusiness and Trade Promotion Project (USAID/ATP) and the USAID Enhanced Agribusiness and Trade Promotion Project (USAID/E-ATP). In addition, two joint reports of monitoring data collected by ALCO, ATP and the UEMOA-coordinated IRTG have been published with USAID West Africa Trade Hub technical and financial support.

Over the past two years the scope of transport work implemented by the USAID West Africa Trade Hub has been broadened to include a number of studies on transport and logistics costs and procedures, including ports, border crossings and inland terminals. This is due to the importance of cost issues and non-tariff barriers along transit corridors and in the light of the limited potential impact of change in the road governance indicators routinely monitored by the IRTG. In this context, the USAID Trade Hub Reduced Road Transport Costs initiative has completed a study of the Tema-Ouagadougou transport corridor and is working on two similar studies of the Lomé-Ouagadougou and Tema-Bamako corridors which are near completion.

The Trade Hub Transport team has undertaken a cashew nut transport value-chain study and produced a Ghana Driver’s Guide in cooperation with the National Transport Facilitation Committee.

Table 3: Measures and outcomes West And Central Africa

<table>
<thead>
<tr>
<th>IMPACT OF ROAD GOVERNANCE VERSUS COST IMPROVEMENTS</th>
<th>Decrease in transport cost %</th>
<th>Increase in sales %</th>
<th>Decrease in transport price %</th>
</tr>
</thead>
<tbody>
<tr>
<td>20% reduction of border crossing time</td>
<td>-1</td>
<td>+2 to +3</td>
<td>+/-0</td>
</tr>
<tr>
<td>20% reduction of informal payments</td>
<td>-1</td>
<td>NS</td>
<td>+/-0</td>
</tr>
<tr>
<td>20% reduction of fuel price</td>
<td>-9</td>
<td>NS</td>
<td>+/-0</td>
</tr>
</tbody>
</table>

14 Road shows are communication-for-change activities aiming to sensitize and engage with trucks drivers in particular and to encourage dialogue between them and uniformed services manning check points.
http://www.borderlesswa.com/resources/2nd-joint-report-road-harassment
16 The USAID Trade Hub has implemented and fully financed these activities.
17 Educated estimates indicate that despite the perceived negative effects of informal payments and delays, reducing them by 20% would have a marginal impact on transport costs (Teravaninthorn and Raballand, 2008). This conclusion is reiterated by the USAID West Africa Trade Hub 2010 study “Transport and Logistics Costs on the Tema-Ouagadougou Corridor” that states: “For imports, bribes paid at road barriers amount to less than 10% of the total amount of bribes paid on imports.”
The USAID West Africa Trade Hub has branded the package of transport governance and cost monitoring and dissemination/advocacy support activities as “Borderless”. Actions have been initiated to support the development of an independent private sector-driven transport industry alliance under the same brand. One of the purposes of the Alliance would be to carry out transport governance and cost-improvement policy advocacy. The Trade Hub would support the alliance in its advocacy for a more competitive West African trade and transport business environment and improved implementation of existing policies such as ECOWAS and UEMOA’s initiatives for free movement of people, goods, and capital. The overall cost for implementation of the transport components of the Borderless package, in the form of USAID West Africa Trade Hub financial and technical assistance, is approximately US $3 million per annum. It is managed by the USAID West Africa Trade Hub project through a USAID time-bound contracting mechanism entered into with CARANA Corporation. This important donor contribution covers the vast majority of activities of the UEMOA-coordinated IRTG initiative to date. Contributions (financial, technical, material and human) by regional and national stakeholders have been quite limited during the implementation of the initiative.

---

18 The Borderless advocacy campaign was established by a partnership of stakeholders in March 2010 to catalyze change, and advocates a new vision for competitive trade in West Africa, through promoting efficient and cost-effective road transport. 19 According to the 2011 UEMOA Transport Directorate Technical Note on the IRTG initiative, since 2009, the Commission hoped to equip IRTG Focal Points with computers under EU Regional Indicative Programming funding. Human resources that the Commission was to have provided for the initiative have not yet been budgeted. Software originally provided by the USAID West Africa Trade Hub for corridor monitoring data analysis was deemed insufficient by the UEMOA information management service. This service improved the data entry framework and the data collection materials. The 2011 budget incorporates funding to cover the cost of Focal Points in Benin and Niger.
OPPORTUNITIES AND CHALLENGES TO SUSTAINING THE IRTG INITIATIVE

The IRTG initiative has documented a number of important changes through the production and wide dissemination of valuable information. The average amount of road bribes has decreased by 50% in Ghana since 2008. In Senegal, road bribes that were previously rated at the top of the scale, have decreased by approximately 40% since 2009. As a result of stakeholder advocacy based on evidence provided by the IRTG initiative and the Trade Hub corridor studies, the Ghana Customs, Excise & Preventive Service has eliminated the informal agents at Paga—Ghanaian border with Burkina Faso—which until very recently imposed their “services” (handing truckers’ documents to Customs agents) on truck drivers. Many of the recipients of the IRTG reports, recount using the information and tools in their governance improvement communication and advocacy work.

This shows that the pilot approach to evidence production and dissemination for advocacy-support work is practical and drives results. It forms a strong basis for the design and development of sustainable evidence production and dissemination to support advocacy for policy change in the transport sector in West Africa.

The UEMOA-coordinated IRTG initiative has become well known and recognized as valuable for road transport facilitation during recent years. Developed as a pilot monitoring and evaluation mechanism, it is however not embedded in the fabric of West African institutions. Subsequently, it has yet to benefit from formal structural identity and associated human, technical and financial resource autonomy.

The two components of the larger IRTG joint ECOWAS/UEMOA initiative collaborate through a Memorandum of Understanding. Sustaining the initiative would open up opportunities for institutionalizing ECOWAS community-wide partnership, harmonizing the implementation of transport sector monitoring and information-sharing activities for the purpose of policy reform and improving performance.

Enhancement and broadening of the IRTG initiative’s methodologies and scope would add additional value to its outputs which would contribute to its usefulness in the policy arena. This would support its sustainability. Enriching the indicator sets established by ECOWAS, UEMOA and member states to include a broader range of transport sector issues in the monitoring would ensure that evidence produced is valuable for priority development sectors. In so doing, the outputs of the IRTG initiative would have greater potential to positively affect priority development sectors, most notably trade, transport and regional integration. The information produced would more seamlessly enter into policy dialogue and the development decision process in meaningful and formalized ways.

Several methodological improvements could be applied to further improve the quality of the initiative’s outputs. In general, it would be in the interests of IRTG sustainability for implementation partners to seek to include recognized IT applications. Though this shift may be costly in terms of capacity building in the short term, it would increase the overall efficiency of the monitoring in the long run. It would be in stakeholders’ interests to ensure that the methodology conforms to international standards validated by competent statistical
authorities so the data collected can be considered “evidence” for policy leveraging and/or advocacy that motivates commitment to act on the basis of evidence

1) By the public sector in the member states to address identified problems, and
2) By private sector organizations to translate any cost-savings resulting from improvement in the operating environment into price reductions.

UEMOA, with the support of the USAID West Africa Trade Hub, is in the process of moving in this direction: using Standard Deviation to the data, spot analysis and comparison between truckers’ and control data.20

The USAID West Africa Trade Hub’s programming has focused on evidence production and dissemination. In order to transfer these responsibilities to competent West African institutions/organizations, significant technical and financial capacity building would be required. Separate programming initiated by the Trade Hub in support of the creation and development of a Borderless independent private sector transport alliance is promising for the development of private sector evidence-based advocacy.

During the pilot phase, the geographical scope of the UEMOA-coordinated IRTG initiative has progressively built monitoring capacity on portions of 5 of the 11 corridors in the UEMOA zone and one ECOWAS/UEMOA corridor (Tema-Ouagadougou). UEMOA and its technical assistance partner, the USAID West Africa Trade Hub, apply a user-survey data collection approach. The ECOWAS-coordinated ALCO initiative works on a single, but economically important corridor, Abidjan-Lagos. Its principal monitoring methodology is based on observation, user-survey and data comparison (with that of border post personnel and services) at border crossings. For the time being, each of the ECOWAS and UEMOA components of the West Africa improved road governance initiative is individually financed and the implementation partners work individually with national partners (even if in some cases they are the same for both, such as the National Transport Facilitation Committees). There is significant opportunity for the two components to share best practices, lessons learned, monitoring, dissemination and advocacy support activities.

In as much as the principal technical resource and financier of the UEMOA-coordinated IRTG initiative is the USAID West Africa Trade Hub—a time and budget bound project—its conceptual and financial sustainability is at risk.21 Monitoring on the Abidjan-Lagos corridor by the Abidjan-Lagos Corridor Organization is almost solely financed by a World Bank grant to this organization. Minimum internal financing resolutions taken by member states involved in this component (each of the member states resolved to contribute US $80,000 to ALCO) have proven difficult to implement due to budgetary constraints in the member states.

During the study, the UEMOA Commission clearly stated its interest in sustaining and enhancing the mechanism to cover more corridors in the UEMOA zone,22 and in adding

---

20 Standard Variation is statistical measure of variation used in statistical analysis.
21 Unless it is extended by USAID, the current West Africa Trade Hub Project is due for completion in September, 2011.
more indicators in support of accelerating policy leveraging action in support of UEMOA-zone trade, integration and transport infrastructure objectives:

- The Transport Directorate sees opportunities for enhancing the indicator set to ensure the IRTG is collecting data in support of sector development (axle-weight compliance measures in member states, transport cost data for use of the corridors monitored, etc.). This Directorate would also like to see monitoring occurring across all the 11 UEMOA corridors.

- The Strategic Programming Unit sees opportunities for deepening the corridor monitoring systems to ensure that evidence is produced for
  
  1. the Commission so that it can more strongly influence the member states to apply UEMOA policy23 for the development of the regional market and the free movement of people, goods and services that are priority areas in the new UEMOA Commission strategic plan, but also

  2. for private sector advocacy organizations so that they can drive positive change in support of these objectives in the member states.

- The Trade Directorate sees opportunities for the inclusion of indicators providing much more information on the typology and flux of goods in the UEMOA zone for the purpose of driving accelerated growth through trade activity (export trade and inter and intra-regional commerce).

In their 2011 Technical Note on the IRTG initiative, the Transport Directorate indicated that the roles and responsibilities of the USAID West Africa Trade Hub should be transferred to the UEMOA Commission (assumedly to the Transport Directorate). The Directorate has presented a budget proposal for this purpose in the 10th European Development Fund (EDF) supported Regional Indicative Program (RIP) proposal process.24

There are a number of obstacles to the transfer of the roles and responsibilities of the Trade Hub to the UEMOA Transport Directorate:

- The execution footprint of the current UEMOA-coordinated IRTG initiative exceeds the geographical scope of the UEMOA Commission. In practical terms, this means that monitoring could not easily be extended to any territory outside the UEMOA geographical zone. In the short term, this means that the UEMOA Commission would have to enter into an exceptional arrangement with Ghanaian authorities and an important series of special measures would have to be taken internally in the UEMOA Commission for the purpose of implementation/coordination. The same would be true for the extension of monitoring in any other country outside the UEMOA zone. ECOWAS may object to such an arrangement and it is unlikely that the UEMOA Commission would either seek out such an exception or implement special measures for the sole purpose of anchoring of the IRTG initiative;


23 The UEMOA Commission does not sanction in its policy implementation mission. The effective implementation of harmonized policy decided by the decisionmaking bodies of UEMOA is dependent on action by the member states.

24 The Transport Directorate proposal includes budget proposals for 2,000,000 Euro for the development of a suitable institutional framework for the Transport Facilitation Program (9th European Development Fund–EDF), 3,500,000 Euro for ECOWAS and 2,000,000 Euro for UEMOA for the development of adequate transport observatories and transport information systems. In consultations with the ECOWAS Transport Directorate however, there appears to be strong opposition to these proposals as the Director feels that all available resources under this programming should be allocated to bringing lagging axle-weight compliance countries including Guinea, Guinea Bissau, Sierra Leone and Liberia up to axle-weight compliance stance.
One of the most important complaints of the member states is that the UEMOA Commission implements too much programming that, according to UEMOA policy and strategy, should be implemented by public, private sector, and/or civil society organizations in the member states. The new strategic framework and plan of the Commission explicitly states that the UEMOA Commission is not a “doing” but a “coordinating” organization. The USAID West Africa Trade Hub is a practical, results-oriented project with a very hands-on approach. In its support of the UEMOA-coordinated IRTG initiative it has applied a very “action-oriented” technical assistance approach. There is an 11-person strong Transport team that designs and implements reporting and dissemination/advocacy support activities and recently, studies, as part of its role and responsibilities. It enters into contractual and financing arrangements with implementation structures (National Focal Points for example). It is doubtful that the Commission could, or even should, integrate these roles and responsibilities in one of its Directorates. The technical, financial, and human resource capacities and the mandate of the UEMOA Commission are not compatible with the assumption of the roles and responsibilities currently implemented by the USAID West Africa Trade Hub’s Transport team.

The assumption of the roles and responsibilities of the USAID West Africa Trade Hub by the UEMOA Commission would diminish the independence of the corridor monitoring activity. This could reduce the credibility and potential value of the information produced and would defeat the purpose of the monitoring for policy leveraging by the Commission itself and for policy and improved policy-implementation advocacy by independent organizations.

During the study, the Abidjan-Lagos Corridor Organization, ALCO also indicated that it is interested in expanding its monitoring work. ALCO is a public international organization established by the Abidjan-Lagos corridor member states. However, for ALCO to assume the roles and responsibilities of the Trade Hub in the management of the UEMOA-coordinated component, the organization would have to be restructured. This would require buy-in by its originators and that of ten (10) more countries and very significant technical and financial capacity building.
Distances, the number of stops, harassment by security and control personnel, wait times at borders, road conditions, border closures, lack of conformity to standing regulations by people using the roads, etc. oblige road users, particularly road transport sector operators all along the Abidjan-Lagos corridor, to be absent from their homes for long periods. This separation time encourages sexual relations with multiple partners during time on the road, and this, across borders. All of this supports evidence that “AIDS has no borders”.

This mobility tends to obstruct, if not completely negate efforts made by countries on the corridor to contain and minimize the impact of the pandemic on their populations. In addition, because of the numerous physical and non physical barriers, the corridor is less competitive.

For this reason, the Abidjan-Lagos Corridor Organization (ALCO), the first regional initiative in the fight against AIDS, developed a road usage observatory along the Abidjan-Lagos corridor to identify factors that make it uncompetitive.

The Abidjan-Lagos IRTG, a joint initiative of ECOWAS and the World Bank, is a tool for decisionmaking implemented by ALCO since 2005 to closely monitor abnormal practices concerning the free movement of people and goods along the Abidjan-Lagos corridor. Its mission is to:

- Collect and analyze data
- Validate the results of data collection and analysis by relevant stakeholders (Inter-Border Facilitation Committees (CFIF) and the directorates of structures charged with facilitation in the five participating countries
- Disseminate the results of data collection and analysis to CFIF, General Directors, National Facilitation Committees (CNF), ECOWAS, the World Bank
- Make recommendations to decision makers in the participating countries, ECOWAS
- Follow up on the implementation of the recommendations

The Observatory is more and more integrated following the recruitment of additional trained personnel, and data collection methods implicating on-site stakeholders: uniformed personnel, transit brokers, transporters…

In 2008 and 2009, ECOWAS and UEMOA, with their development partners, organized meetings to encourage harmonization of the IRTG methodologies of ALCO and the Trade Hub. The discussions led to ALCO and the Trade Hub signing an MOU to collaborate on coverage of West Africa. Subsequently, each initiative continued to use its methodology to collect and analyze data in their respective geographic zones; the results of which are shared for large dissemination through web sites, emails, joint workshops organized in the different countries for the benefit of decision makers in the transport sector. Through this partnership, even though ALCO and the Trade Hub apply different methodologies, due to the specificity of their respective mandates, produce complementary data that reflects the overall situation on the ground, especially for road barriers, delays and rackets.

With the implementation of the Trade and Transport Facilitation Project (PFCTAL), ALCO is monitoring the time merchandise stays in ports of five countries (Ivory Coast, Ghana, Togo, Benin, and Nigeria) in addition to the indicators it has traditionally monitored. The indicators currently monitored by ALCO are indicated in the table below.

<table>
<thead>
<tr>
<th>GEOGRAPHIC ZONE</th>
<th>INDICATORS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ports</td>
<td>Wait time for merchandise, Existence of a one-stop port clearance structure</td>
</tr>
<tr>
<td>Border Posts</td>
<td>Time for formalities and for border crossing by vehicles carrying merchandise</td>
</tr>
<tr>
<td>All along the Abidjan-Lagos Corridor</td>
<td>Road conditions, Control posts, Rackets, Delays, Reduction in HIV and AIDS</td>
</tr>
</tbody>
</table>
Finally, the study analyzed the assumption of the UEMOA-coordinated component by an independent non-government organization. There are a number of advantages and disadvantages to this approach. The table below brings them to light.

### Advantages and Disadvantages of sustaining the UEMOA-coordinated IRTG initiative through the creation of an independent non-government corridor monitoring organization

<table>
<thead>
<tr>
<th>ADVANTAGES</th>
<th>DISADVANTAGES</th>
</tr>
</thead>
<tbody>
<tr>
<td>Acceptability of evidence by non-government advocates (they may feel that evidence produced by the public sector is biased)</td>
<td>Public sector policy makers may not accept that the evidence is credible (they may feel it is biased)</td>
</tr>
<tr>
<td>Innovation and quality—this type of organization has more flexibility and usually has more capacity for innovation than highly structured public services</td>
<td>Level and volume of capacity building and resource mobilization needs—there are no functioning organizations, a new organization would need to be created</td>
</tr>
<tr>
<td>Certain development partners have strategic objectives to support non-government organizations. This would enable technical and financial support and on a limited scale through grants or special NGO-financing instruments.</td>
<td>Significant technical and financial support through budget or pseudo-budget support is not possible for non-government organizations in many cases.</td>
</tr>
</tbody>
</table>
RECOMMENDATIONS

Mandate

For the time being, the ECOWAS/ALCO and UEMOA/USAID West Africa Trade Hub components of the IRTG initiative collect and disseminate information on a limited number of transport facilitation indicators. In addition, the Trade Hub has initiated benchmarking on selected cost and logistics factors. It is investing significant effort and resources in information-sharing and advocacy support stemming from its monitoring work.

Table 4: INDICATORS FOR ON-GOING PERFORMANCE-MONITORING – COMPONENTS OF THE JOINT ECOWAS/UEMOA IRTG INITIATIVE

<table>
<thead>
<tr>
<th>Corridor Performance Monitoring Indicators – UEMOA-coordinated component implemented with the support of the USAID West Africa Trade Hub</th>
<th>Border Crossing Performance-Monitoring Indicators – ECOWAS-coordinated component implemented in collaboration with ALCO</th>
</tr>
</thead>
<tbody>
<tr>
<td>Average number of controls experienced by legal trucks</td>
<td>Number and type of vehicles crossing the borders on the Abidjan-Lagos corridor</td>
</tr>
<tr>
<td>Average bribes in CFA francs experienced by legal trucks</td>
<td>Time required to cross the different borders on the Abidjan-Lagos corridor</td>
</tr>
<tr>
<td>Average delays in minutes experienced by legal trucks</td>
<td>Number of people crossing the different borders on the Abidjan-Lagos corridor and difficulties encountered by women</td>
</tr>
<tr>
<td>The USAID West Africa Trade Hub has initiated one-time dedicated surveys and evaluations on cost and prices along several corridors, but has yet to integrate indicators for these factors into the on-going corridor performance monitoring.</td>
<td>Number of barriers encountered for each 100KM segment of the Abidjan-Lagos corridor</td>
</tr>
<tr>
<td></td>
<td>Amount of illicit fees and payments required per 100KM segment of the Abidjan-Lagos corridor</td>
</tr>
<tr>
<td></td>
<td>Delays caused by barriers encountered on the Abidjan-Lagos corridor</td>
</tr>
<tr>
<td></td>
<td>Along the corridor, ALCO collects information on control posts (location and uniformed services present), amounts received illicitly by uniformed service, control time by uniformed service, state of the road, HIV/AIDS incidence, number of women benefiting from ALCO project support</td>
</tr>
<tr>
<td></td>
<td>At the ports of Abidjan, Accra, Lomé, Cotonou, Lagos, ALCO is collecting information on the time merchandise or containers stay in the port for handling and whether or not the port authorities have streamlined operational process through the availability of a one-stop post business center.</td>
</tr>
<tr>
<td></td>
<td>On fight against HIV/AIDS:</td>
</tr>
<tr>
<td></td>
<td>- Percentage of truckers familiar with at least two means of HIV/AIDS prevention increased</td>
</tr>
<tr>
<td></td>
<td>- Percentage of truckers reporting use of condoms with a non-regular partner during latest intercourse increased</td>
</tr>
</tbody>
</table>

To drive sustainability as it pertains to enduring strategic and practical usefulness for long-term socioeconomic objectives, it is recommended that the stakeholders progressively increase the content and geographical scope of transport monitoring and
dissemination/advocacy support. The ultimate goal of the increases is the implementation of a modular corridor-performance monitoring protocol on the major trade corridors of the ECOWAS/UEMOA zone in the service of evidence-based policymaking in the field of regional transport in West Africa.

ECOWAS and UEMOA are both interested in the establishment of transport observatories to provide evidence for informed policy reform and implementation in, amongst, and across their member states.

Transport industry stakeholders are interested in obtaining evidence in support of advocacy targeting more cost effective movement of people, goods, and capital for the purpose of trade in and across West Africa.

Evidence concerning many factors of transport and logistics need to be collected and disseminated for the formulation and implementation of informed policies in order to remove barriers to trade.

This calls for a modular performance-monitoring approach that uses a variety of cost effective data collection methods (dedicated surveys and stakeholder interviews, primary operational data collection by IT application including analysis of a variety of consignment level data, GPS tracking, etc.).

The following table gives an outline of the indicator sets that are of interest for such a modular performance-monitoring matrix. Note that ECOWAS and UEMOA have established standards for more than thirty-nine different categories of transport issues. There are a multitude of conventions and protocols for road, rail, port, maritime transport and for transit between the two economic communities and their member states. The sheer volume of the legislation has led to repetition and contradictions that renders it difficult to understand and practically impossible to adhere to. In practical terms, this means that corridor monitoring indicator-selection is a sticky process where monitoring organizations need to call on sectoral and statistical authorities to ensure that they are selecting the most meaningful indicators amongst the many.

25 O Hartmann, PRMTR in his March, 2011 presentation of Transport Observatory Models recommends entry and examination of data from a variety of consignment level sources: Port Authority/Terminal Operator—manifest, gate operations, road, rail; Railway Operator—consignment notes, rail operations (wagon and train movement); Road Transport Companies— trucking/fleet management, trip sheets and surveys; Customs Authority (Transit)—transit declaration, transit transport documents; Customs Authority (Destination)—National (or regional for preference commodities) declaration, import declaration; Customs Authority (For Offshore Destination)—export declaration.
Table 5: Sample modular performance monitoring matrix

<table>
<thead>
<tr>
<th>Performance Monitoring Arena</th>
<th>Volumes</th>
<th>Delays</th>
<th>Prices And Costs</th>
<th>Quality And Efficiency</th>
</tr>
</thead>
<tbody>
<tr>
<td>Corridor wide</td>
<td>Total transit</td>
<td>Total transit time</td>
<td>Total price and ratio cost to price&lt;sup&gt;26&lt;/sup&gt;</td>
<td></td>
</tr>
<tr>
<td>National</td>
<td>Border counts</td>
<td>Border crossing delays</td>
<td></td>
<td>Road network, customs and other national authority fraud</td>
</tr>
<tr>
<td>Focused monitoring on modes and nodes</td>
<td>Port traffic, rail activity, etc.</td>
<td>Port dwell time</td>
<td>Formal and informal tariffs and other price and cost factors</td>
<td>Fleet (rail, road), road safety, annual mileage, fleet compliance with regulatory stipulations (axle weight, emissions standards, etc.)</td>
</tr>
</tbody>
</table>

Inspired by modular performance monitoring approach, O Hartmann, PRMTR, March 2011

Institutionalization

Examples of working models

Considering the opportunities and challenges noted above, notably the challenges to embedding the IRTG initiative in UEMOA or in ALCO, the experts analyzed two working models in search of institutionalization ideas.

Corridor authorities in East and Southern Africa and West African power network stakeholders have undertaken interesting structuring exercises in collaboration with the World Bank through the Sub Saharan Africa Transport Policy (SSATP) and USAID respectively.

NORTHERN CORRIDOR TRANSPORT OBSERVATORY

The Sub Saharan Africa Transport Policy Program supported the formation and institutionalization of the Transit Transport Coordination Authority of the Northern Corridor (NCTTCA) in 1985 as a model for eventual replication on other Sub-Saharan Africa corridors. NCTTCA announced in June 2011 the implementation of a Transport Observatory Project<sup>27</sup>

---

<sup>26</sup> Ratio cost to price is to determine how much of the high price of transit in West Africa is attributable to real cost and how much is due to inordinate margins by transport stakeholders. This is an important indicator as the 2008 Africa Infrastructure Country Diagnostic indicates that the cost of transporting goods in Africa is the highest in the world. Not only have high transport costs raised the cost of doing business, impeding private investment, but they serve as an additional barrier to African countries benefiting from the rapid growth in world trade. Especially for Africa’s many landlocked countries, high transport costs mean that, even if they liberalize their trade regimes, they will remain effectively landlocked. By examining the costs associated with transporting goods on four major corridors in four different parts of the continent (notably West Africa), the authors derive a surprising result. Along these corridors, Africa’s transportation costs are no higher than in other developing countries, such as China. But transportation prices are much higher. The difference is the set of informal payments and profits earned by trucking companies according to the authors.


Transport observatories in Eastern and Southern Africa appear still to be works in progress. According to O. Hartmann, World Bank Consultant, in 2008/09, the Northern Corridor Secretariat attempted to establish the transport observatory on a permanent basis, migrating the model developed under Microsoft Access to stronger database management software.
In Eastern and Southern Africa, the transport observatories are designed to be structures within the corridor organizations. They provide the institutional anchor to ensure sustainability and effective use of the diagnosis provided by the observatory data. In the case of the Northern Corridor, the Transport Observatory of the Northern Corridor is a sub-structure of the Secretariat for the Northern Corridor that is funded through two main sources:

1) Member country contributions (governments)—this, as is the case of the Abidjan-Lagos Corridor Organization, is problematic because of budgetary constraints in member countries;

2) A tonnage levy on the transit cargo passing through the port of Mombasa (this was introduced as a remedy to the difficulties experienced by the various governments in fulfilling their commitments to sustain the Secretariat).

The corridor authorities are public international organizations open to public, private or civil society organizations implicated in transport activities (regional or national) in their purview zone. They are not generally specialized institutions of the regional groupings they are located in. They should not be confused with independent industry alliances, that, they do not generally support or help develop.

As the other corridor authorities in Eastern and Southern Africa are based on a single port gateway, the institutional model of the Northern Corridor Transport Observatory is adaptable in most situations, though the transit tonnage base levy on which to sustain them may be different, i.e., possibly too small to sustain them with a “painless” levy for shippers using the corridor.

In general, the designers assume that the corridor authorities would be the principal recipients and users of evidence produced by the transport observatories. In terms of reliability, credibility, and influence of ensuing advocacy, this could be a problem as their advocacy could be deemed less than objective or their data collection deemed less than credible due to a perception of bias in their performance-monitoring activities for the sake of justifying their advocacy.

Note that decision-making positions in the corridor authorities and their secretariats are generally occupied by public sector stakeholders.

The Abidjan-Lagos Corridor Organization (ALCO) was inspired by the model. It is not however funded by a levy arrangement. Because it has a joint health (HIV and AIDS) and transport-corridor development mandate, the organization’s governing body and institutional framework are mixed (between health and transport stakeholders). The five founding-country members agreed that: Nigeria hold the presidency of the Governing Body, Ghana hold the vice presidency, Benin host the Executive Secretariat; the Executive Secretary be a national of Côte d’Ivoire (who is located at the Secretariat in Benin), and that Togo chair the Inter-Country Advisory Committee. This allocation of lead roles is subject to modification, but is designed to ensure shared responsibilities among all the member countries.

However, changes in the IT systems of the port authority, and also in the gateway processes, with the establishment of port ICDs to offload containers from the congested port terminal, disrupted the information flow required for the production of indicators, and the observatory could not be completed. The project was revived in 2010 with support from TradeMark East Africa, and its replication on the Dar Es Salaam Central Corridor was included as part of the TMEA support to the EAC regional integration.

28 In the case of Mombasa, transit cargo is over 4 million tons per year, so even a marginal levy is sufficient to generate the required income for the institution.
The institutional framework of the Abidjan-Lagos Corridor Organization is as follows:

**Figure 1: Institutional framework – Abidjan-Lagos Corridor Organization**

Source: ALCO, 2011
THE WEST AFRICAN POWER POOL ORGANIZATION – A SPECIALIZED ECOWAS INSTITUTION

Over a ten year period—five of which entailed direct support through a contractual technical assistance mechanism similar to the USAID West Africa Trade Hub’s support to the UEMOA-coordinated IRTG initiative—USAID supported the formation and institutionalization of the West African Power Pool Secretariat in Benin. The West African Power Pool Organization (WAPP)\(^{29}\) is a specialized ECOWAS institution covering 14 of its 15 member states, namely, Benin, Burkina Faso, Côte d’Ivoire, Gambia, Ghana, Guinea, Guinea Bissau, Liberia, Mali, Niger, Nigeria, Senegal, Sierra Leone and Togo. WAPP is a public international organization operating in the general interest of the regional power network system with a view to ensuring reliable power supply throughout the region. WAPP members comprise public and private power generation, transmission, and distribution entities involved in the power network system in West Africa.

Membership of WAPP is voluntary and is open to any entity, public or private, which: (a) owns/operates generation facilities of 20MW or larger, and/or distributes and retails electricity (the “Transmission Using Members”); and/or (b) owns/operates “major transmission facilities in the region”, if such facilities are physically interconnected and have an impact on coordination of system operations in the West Africa region (the “Transmission Owning/Operating Members”), or (c) have an interest in the electricity sector in the West Africa region but do not fit the definition of either Transmission Using Members or Transmission Owning/Operating Members, (the “Other Members”).

The West African Power Pool operated under the auspices of ECOWAS prior to the establishment of the WAPP Organization. WAPP’s Articles of Agreement provide a framework to institute its management structure, organization and functions in order to establish a framework for cooperation between participating members.

The WAPP governance structure comprises:

- The General Assembly
- The Executive Board
- The Organizational Committees
- The WAPP General Secretariat
- WAPP Information and Coordination Center
- WAPP Planning, Investment Programming and Environmental Safeguards Department

\(^{29}\) The West African Power Pool was created by Decision A/DEC.5/12/99 during the 22nd Summit of the Authority of ECOWAS Heads of State and Government in order to address the issue of power supply deficiency within West Africa. The 29th Summit of the Heads of State and Government of the ECOWAS member states held in Niamey in January 2006, adopted the Articles of Agreement establishing the actual WAPP Organization by Decision A/DEC.18/01/06 on January 12, 2006. The new organization began actual operations on July 1, 2006.
Relevance of the working models to the IRTG sustainability process

If the Northern Corridor Transport Observatory model is adaptable to general conditions of the transport environment in East and Southern Africa, in West Africa, the situation is entirely different. In West Africa, the configuration of the corridors is one main coastal corridor—on which significant volumes correspond to non-maritime trade—and several gateway corridors serving the three landlocked countries of Burkina Faso, Mali and Niger. This configuration strongly calls for the establishment of a corridor performance-monitoring structure at a regional level to take into account the overlaps between corridors, transport networks and logistics services.

If not fully independent, the West African Power Pool example is open and flexible in its membership. As there are no implicit or explicit reserved positions for public sector authorities in its governing or decision-making bodies, the WAPP type of organization would be implicitly more sustainable and more susceptible to private sector buy-in than the Northern Corridor Transport Observatory example.

Application of an institutional model, including long-term technical and financial assistance for the progressive development of the specialized institution such as that applied in the WAPP model, responds to the needs of the stakeholders of the IRTG sustainability exercise. It would enable the implementation of a transition plan to ensure the continuation of monitoring during the structuring, financing and development phases.
Beyond basic financing that would probably have to continue to derive from public sources (ECOWAS/UEMOA in collaboration with their financial partners), the question of revenue generation is important as neither of the components of the IRTG initiative is financially sustainable, nor are the vast majority of their service-delivery partners. For this purpose, it would appear that the establishment of a fee for data system is more feasible than the establishment of a levy system such as that applied in East and Southern Africa. This is notably true for observations concerning regional trade that is not likely to be maritime.

Effective payment of evidence production fees (to the Observatory’s service delivery members or to the Observatory itself by its public, private sector or civil society advocacy partners—including the Independent Transport Industry Alliance and like-minded organizations that emerge over time) would be based on results according to pre-defined standards and methodologies. Applying a performance-based contracting system in financing would additionally contribute to resolving a number of methodological and quality problems noted earlier in this report.

In addition to this limited revenue-generation activity, the successor to the IRTG initiative should include additional resource mobilization activity including that directed at private and civil society sources. This would fulfill two purposes: access to implementation funding and confirmation of buy-in by these stakeholders which is important, as their organizations would be expected to use the evidence produced for their advocacy action.
PROPOSAL

Each of the models evaluated during the study present advantages and disadvantages for the stakeholders in IRTG sustainability as illustrated in the table below.

<table>
<thead>
<tr>
<th>Model</th>
<th>Advantages</th>
<th>Disadvantages</th>
<th>Rating as a candidate for IRTG sustainability</th>
</tr>
</thead>
<tbody>
<tr>
<td>Create an independent transport and facilitation observatory</td>
<td>Acceptability of evidence by non-government advocates (they may feel that evidence produced by the public sector is biased)</td>
<td>Public sector policy makers may not accept that the evidence is credible (they may feel it is biased)</td>
<td>Weak</td>
</tr>
<tr>
<td></td>
<td>Innovation and quality—this type of organization has more flexibility and usually has more capacity for innovation than highly structured public services</td>
<td>Level and volume of capacity building and resource mobilization needs—there are no functioning organizations, a new organization would need to be created</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Certain development partners have strategic objectives to support non-government organizations. This would enable technical and financial support and on a limited scale through grants or special NGO-financing instruments.</td>
<td>Significant technical and financial support through budget or pseudo-budget support is not possible for non-government organizations in many cases.</td>
<td></td>
</tr>
<tr>
<td>Transfer USAID Trade Hub roles and responsibilities to UEMOA internal service</td>
<td>UEMOA ownership and mainstreaming of relevant transport sector information</td>
<td>The execution footprint of the current UEMOA-coordinated IRTG initiative exceeds the geographical scope of the UEMOA Commission.</td>
<td>Weak</td>
</tr>
<tr>
<td></td>
<td></td>
<td>The new strategic framework and plan of the Commission explicitly states that the UEMOA Commission is not a “doing” but a “coordinating” organization.</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>The assumption of the roles and responsibilities of the USAID West Africa Trade Hub by the UEMOA Commission would diminish the independence of the corridor monitoring activity. This could reduce the credibility and potential value of the information produced and would defeat the purpose of the monitoring for policy leveraging by the Commission itself and for policy and improved policy-implementation advocacy by independent organizations.</td>
<td></td>
</tr>
<tr>
<td>Transfer USAID Trade Hub roles and responsibilities to ALCO</td>
<td>ALCO has a similar transport sector mandate and experience in transport sector observation</td>
<td>ALCO would have to be restructured. This would require buy-in by its originators and that of ten (10) more countries and very significant technical and financial capacity building.</td>
<td>Weak</td>
</tr>
<tr>
<td>ALCO</td>
<td>ALCO has a dual health/transport mission</td>
<td></td>
<td></td>
</tr>
<tr>
<td>------------------------------------------</td>
<td>----------------------------------------</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Create a specialized institution in the Regional Economic Community</td>
<td>The creation and development of a specialized institution may be a long process.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

ALCO has a dual health/transport mission.|

- **While accessing the resources and support of both ECOWAS and UEMOA, the Observatory will have the freedom to mobilize and use resources and support stemming from the private and civil society sectors. This will ensure open membership and a wide range of technical and financial resources necessary to the success of the Observatory’s mission.**

- The evidence produced by the Observatory will be considered credible by public, private sector and civil society policy and policy implementation advocates and their respective organizations.

- The Observatory will not suffer from overly heavy administrative and financial management process. It will however, be subject to rigorous control of process to ensure transparency, management efficiency and cost-effectiveness.

- The outputs of the Observatory will automatically enter into the public policy dialog but also be accessible to private sector and civil society advocacy organizations for their advocacy action.

- The Observatory will be able to accommodate the needs and requirements of a large number of technical and financial development partners for their support, including those of the Regional Economic Communities (both internal and external resources), multilaterals, bilateral, foundations and other private/civil society agencies and organizations.

- The Observatory will be able to work closely with and support existing or to-come organizations implementing complementary work such as ALCO and the ECOWAS and UEMOA National Facilitation Committees and Corridor Management Committees created under Decisions A//DEC.9/01/05 (ECOWAS) and 39/2009/CM/UEMOA, etc.
Joint ECOWAS/UEMOA West Africa Transport and Facilitation Observatory

Introduction
In the following proposed model, the two components of the IRTG initiative would be coordinated by a joint ECOWAS/UEMOA observatory. The West Africa Transport and Facilitation Observatory (heretofore called the Observatory) would have specialized institutional status in both of the regional economic communities. It would be progressively developed in the light of technical, human and financial capacity needs. The development phase, under the auspices of ECOWAS and UEMOA, would be marked by significant technical and financial assistance to implementation structures, and the management services and personnel of the Observatory.

The purpose of the West Africa Transport and Facilitation Observatory would be to:

- Support evidence-based policymaking in the field of regional transport in West Africa
- Support evidence-based advocacy for improved transport in West Africa
- Provide guides, directories and other information to facilitate West African transport
- Provide capacity-building support for regional and national transport institutions and the development and professionalization of the West African transport and logistics industry through communication and dissemination of transport-sector information to all concerned stakeholders and by engaging with all relevant stakeholders, in particular regional and national transport facilitation and transit corridor communities, ministries, public and private sector agencies and organizations, uniformed services to make West Africa more competitive as it pertains to trade.

The Observatory would build on the existing ECOWAS-UEMOA IRTG initiatives. From this base, the Observatory could grow in many ways, for example:

- Expand geographical coverage of the IRTG to eventually include all of the ECOWAS/UEMOA transport corridors
- Extend the current IRTG indicator set to include not only road transport but also ports and inland terminals, building on cost studies implemented during the pilot phase of the IRTG initiative and calling on regional and national transport sector indicator sets
- Add regional and national indicators to cover delays, uncertainties, costs/prices, and illicit payments at regular intervals for the whole logistics chain, for the different modes and nodes of the transport sector
- Include additional focus and issues of regional transport and trade to supplement the current focus on transit trade
- Expand the categories of drivers, trucks and cargo surveyed to include not only “legal” vehicles and extend to all kinds of transport, including regional trade related to food security
- Incorporate other modes of transport into studies, i.e., road, rail, maritime and air
Collect traffic flows and other transport statistics from national institutions and present these for the region via appropriate media outlets (e.g. databases on the Observatory’s website)

Collect survey and control data on the implementation of priority policy implementation such as member-state compliance and corridor monitoring of ECOWAS/UEMOA axle-load regulations, and the effective implementation of ECOWAS and UEMOA transport and trade policy

Undertake corridor and value chain studies as well as studies of specific transport and facilitation issues as they arise

Produce guides and directories to support capacity building in regional and national transport institutions and agencies and professionalization of the trade, transport and logistics industries

Expand and deepen information dissemination and advocacy support action to engage and mobilize stakeholders to implement appropriate transport policy reform and implementation improvements to remove barriers to trade and to drive “legal” trade and transport

Design, develop and continuously improve transport information data collection, analysis and dissemination methodologies pursuant to its mandate.

The implementation agencies (Focal Points of the UEMOA-coordinated component) could be members of the regional Observatory as could other public, private sector, and/or civil society organizations that implement performance-monitoring/dissemination/advocacy support work on transport corridors in West Africa. The Observatory would contract data collection/dissemination services with these organizations for the production of evidence on indicators of interest. Data verification, analysis, reporting and dissemination/advocacy-support activity would be implemented by specialized units of the Observatory to ensure consistent quality. The Observatory would enter into performance-based contracts with these organizations based on Observatory-defined indicators and monitoring/dissemination methodologies validated by regional and national statistical authorities in response to demand by policy reform, leveraging and implementation advocates (ECOWAS, UEMOA, other international and regional public services, private sector organizations, such as the Independent Transport Industry Alliance and like-minded organizations and interested civil society organizations).

As a specialized institution of ECOWAS and UEMOA, the Observatory would be eligible for both technical and financial capacity-building and short- and long-term assistance from the regional economic communities and their technical and financial partners during both the development and fully functional phases of its existence.

Proposed Governance and Institutional Framework

The West Africa Transport and Facilitation Observatory would be a specialized institution of ECOWAS and UEMOA covering the member states of these regional communities. It would be a public international organization operating in the general interest of the regional transport network system with a view to providing West Africa region-wide evidence through on-going corridor performance-monitoring, benchmarking, and dissemination of transport and logistics information to public, private and civil society stakeholders in support of the implementation of informed policies removing barriers to trade.
The West Africa Transport and Facilitation Observatory will collaborate with and support multinational and national partners with a mandate to facilitate intra-regional and international trade and transport such as and the ECOWAS and UEMOA established National Facilitation Committees and Corridor Management Committees and the ALCO transport observatory. The Observatory would make the evidence it produces available to interested public, private sector and/or civil society stakeholders to allow them to focus on addressing and resolving general and corridor specific transport and facilitation issues and challenges. For these purposes, its general secretariat would establish service delivery management and quality control structures and services.

Until such time as the West Africa Transport and Facilitation Observatory is established and fully functioning, it would operate under the shared auspices of ECOWAS and UEMOA as part of the Regional Transport Facilitation Program. As such, it would be eligible for long- and short-term technical and financial assistance from ECOWAS and UEMOA in collaboration with their technical and financial partners.

The West Africa Transport and Facilitation Observatory’s governance structure would be comprised of:

- A General Assembly comprised of the members of the Observatory. Designated representatives of the ECOWAS and UEMOA Commissions would jointly preside over the General Assembly during the life of the organization. All other officers of the General Assembly would be elected by the General Assembly on a tri-annual basis.

- An Executive Board. Designated representatives of ECOWAS and UEMOA would co-president over the Executive Board until the Observatory is fully established and functional. They would be assisted by a limited number of voting representatives elected by the General Assembly amongst the three types of members in the Observatory (public sector, private sector, civil society members). Once the Observatory is fully established and functioning, all officers of the Executive Board would be elected by the General Assembly.

The Observatory’s technical and financial partners and members regularly providing corridor performance-monitoring services on a performance-based contracting basis would be represented on the Executive Board. They would not however be voting members of the Executive Board.

The Executive Board would invite and be assisted by a consultative committee comprised of sector and monitoring and evaluation experts (both Observatory members and non-members) so that the organization maintains the highest standards of corridor performance-monitoring.

The Observatory would be managed by a General Secretariat comprised of salaried personnel recruited by open and unbiased competition as defined by ECOWAS and UEMOA regulations to this effect.

---

30 Created under Decision A/DEC.9/01/05 Decision in the case of ECOWAS and Decision 39/2009/CM/UEMOA in the case of UEMOA
The choice of joint ECOWAS-UEMOA specialized institution with extensive administrative and financial autonomy offers a number of important advantages.

While accessing the resources and support of both ECOWAS and UEMOA, the Observatory will have the freedom to mobilize and use resources and support stemming from the private and civil society sectors. This will ensure open membership and a wide range of technical and financial resources necessary to the success of the Observatory’s mission.

The evidence produced by the Observatory will be considered credible by public, private sector and civil society policy and policy implementation advocates and their respective organizations.

The Observatory will not suffer from overly heavy administrative and financial management process. It will however, be subject to rigorous control of process to ensure transparency, management efficiency and cost-effectiveness.

The outputs of the Observatory will automatically enter into the public policy dialog but also be accessible to private sector and civil society advocacy organizations for their advocacy action.
The Observatory will be able to accommodate the needs and requirements of a large number of technical and financial development partners for their support, including those of the Regional Economic Communities (both internal and external resources), multilaterals, bilateral, foundations and other private/civil society agencies and organizations.

The Observatory will be able to work closely with and support existing or to-come organizations implementing complementary work such as ALCO and the ECOWAS and UEMOA National Facilitation Committees and Corridor Management Committees created under Decisions A//DEC.9/01/05 (ECOWAS) and 39/2009/CM/UEMOA, etc.

**Technical and financial assistance opportunities**

In that it is a public international organization, the governing bodies and the personnel of the Observatory would be eligible for long- and short-term technical assistance arrangements under the auspices of ECOWAS, UEMOA and their technical and financial partners and in conjunction with the Regional Transport Facilitation Program.

The proposed model would be eligible for a variety of financing during its development phase under the auspices of ECOWAS and UEMOA. ECOWAS and UEMOA could:

- Fund activities and/or personnel as part of their internal budgets stemming from internal resource management activity in the member states;
- Integrate programming in support of the development of the Observatory in the Regional Indicative Programming instrument with the European Union;
- Be eligible for support from the Sub Saharan Africa Transport Policy (SSATP program of the World Bank for development of the Observatory;
- Designate the Observatory as a recipient of technical and financial assistance under existing and future Strategic Objective Agreement Grants with USAID;
- Apply for long- and short-term technical assistance from other multilateral and bilateral partners, private and civil society organizations and/or foundations, etc.

During the development phase it is expected that the Observatory would generate limited revenue from evidence-production performance-based contracting mechanisms with its public, private sector and civil society advocacy partners and other resource mobilization activity.

Once the Observatory is established and fully functioning, it could build capacity to progressively generate more revenue from evidence-production performance-based contracting mechanisms and other private sector and civil society fundraising activity. It is however expected that the Observatory would perpetually need technical and financial assistance from ECOWAS/UEMOA and their technical and financial partners to maintain the highest levels of quality and innovation in corridor performance monitoring.
Next Steps

It is recommended that the stakeholders consider the following sustainability process plan:

1. **ESTABLISH THE IRTG STEERING COMMITTEE and the IRTG SUSTAINABILITY PROCESS STEERING COMMISSION**
   - Act on the recommendation of the 4th session of the informal steering committee of the UEMOA-coordinated IRTG initiative in collaboration with the steering body of the ECOWAS-coordinated IRTG initiative and strategic programming decision-makers in ECOWAS, UEMOA, USAID, the World Bank, the European Union Commission to clearly define the missions and mandate, the functions, the frequency of meetings, and the financing of the Joint IRTG Steering Committee. The Trade Hub and ALCO would also serve on this body. These definitions can later be used as the basis for institutionalization of this body by ECOWAS in partnership with UEMOA. This work can be initiated by ECOWAS and UEMOA under the auspices of the steering and coordination bodies of the Regional Transport Facilitation Program.
   - Once the Joint IRTG Steering Committee is formalized, it can define and create an IRTG Sustainability Process Steering Commission to oversee the creation, structuring, financing and development of the West Africa Transport and Facilitation Observatory.

2. **IDENTIFY AND MOBILIZE THE SUSTAINABILITY PROCESS STEERING COMMISSION MEMBERS**
   - Strategically define the membership of the Joint IRTG Sustainability Process Steering Commission to ensure that the definition of the scope, mandate, structuring, and technical and financial support of the next evolution of the joint IRTG initiative (the West Africa Transport and Facilitation Observatory) is inclusive and meaningful for the desired development outcomes.

3. **DEFINE AND DESIGN THE SUSTAINABILITY PROCESS**
   - Task the Joint IRTG Sustainability Process Steering Commission with defining and driving the creation, structuring and financing of the West Africa Transport and Facilitation Observatory.
   - Task the Joint IRTG Sustainability Process Steering Commission and its technical and financial assistance and implementation partners with the development and implementation of results-based strategic, action and resource-mobilization instruments, plans and programs driving the creation, structuring and financing of the West Africa Transport and Facilitation Observatory.

4. **DEFINE, DESIGN AND IMPLEMENT THE IRTG INITIATIVE TRANSITION PLAN**
   - Design, mobilize the necessary technical, human and financial resources and implement a practical transition plan to ensure the uninterrupted continuation of monitoring, dissemination and advocacy-support activities by the stakeholders in the IRTG initiative during the development of the West Africa Transport and Facilitation Observatory.
To facilitate the implementation of the above-listed activities, the Joint IRTG Steering Committee and its Joint IRTG Sustainability Process Steering Commission can apply for technical and financial assistance from ECOWAS, UEMOA and their technical and financial partners.

**Financing and technical support needed for the transition plan**

To ensure the success of the transition plan, financing and technical support should be provided to the IRTG steering body and the Joint IRTG Sustainability Process Steering Commission. This assistance will ensure that the Observatory develops in technically and structurally sound ways and that the process is as fast as possible.

It is estimated that developing the Observatory will take time. To ensure that observation, advocacy support, benchmark studies, and other relevant transport sector activities are maintained and progressively enriched in both scope and content, it is estimated that the following minimum financing package will be necessary between 2011 and 2014.

**TABLE 6: Activity Budget - Transition Plan**

<table>
<thead>
<tr>
<th>Observatory components</th>
<th>2011</th>
<th>2012</th>
<th>2013</th>
<th>2014</th>
</tr>
</thead>
<tbody>
<tr>
<td>IRTG/OPA – Data collection, field research, verification and analysis, publication and dissemination, advocacy support</td>
<td>$2 million (6 corridors)</td>
<td>$2.5 million (8 corridors)</td>
<td>$2.75 million (To be decided)</td>
<td>$3 million (To be decided)</td>
</tr>
<tr>
<td>Transport &amp; Logistics costs - corridor benchmark studies – information collection and analysis, report writing, publication and dissemination, advocacy support</td>
<td>$1 million</td>
<td>$0.75 million</td>
<td>$0.5 million</td>
<td>$0.5 million</td>
</tr>
<tr>
<td>Observatory indicators – traffic flows, costs, delays, fleets etc (ports, corridors, border crossings, inland terminals – road, rail, maritime, air) – Data collection, field research, verification and analysis, publication and dissemination, capacity building, advocacy support</td>
<td>$0.75 million</td>
<td>$1 million</td>
<td>$1.5 million</td>
<td></td>
</tr>
<tr>
<td>Special issues: Axle load compliance monitoring and advocacy support activity, etc</td>
<td>$0.25 million</td>
<td>$0.5 million</td>
<td>$0.5 million</td>
<td></td>
</tr>
<tr>
<td>Other transport &amp; logistics studies</td>
<td>$0.25 million</td>
<td>$0.5 million</td>
<td>$0.5 million</td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>$3 million</td>
<td>$4.5 million</td>
<td>$5.25 million</td>
<td>$6 million</td>
</tr>
</tbody>
</table>
### ANNEXES

#### ANNEX 1: LIST OF STRUCTURES AND INDIVIDUALS ENCOUNTERED

<table>
<thead>
<tr>
<th>STRUCTURE</th>
<th>PERSON INTERVIEWED</th>
<th>POSITION</th>
<th>EMAIL CONTACT</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>ECOWAS</strong></td>
<td>David Kamara</td>
<td>Director, Transport and Telecommunications</td>
<td><a href="mailto:dkamara@ecowas.int">dkamara@ecowas.int</a></td>
</tr>
<tr>
<td><strong>UEMOA</strong></td>
<td>Aboubacar Nomao</td>
<td>Chef, transport terrestre</td>
<td><a href="mailto:anomao@uemoa.int">anomao@uemoa.int</a></td>
</tr>
<tr>
<td></td>
<td>Emmanuel Yoro</td>
<td>Dir. transport terrestre et maritime</td>
<td><a href="mailto:gege@uemoa.int">gege@uemoa.int</a></td>
</tr>
<tr>
<td></td>
<td>Adebayo Balogoun</td>
<td>Chef, transport maritime</td>
<td><a href="mailto:shbalogoun@uemoa.int">shbalogoun@uemoa.int</a></td>
</tr>
<tr>
<td></td>
<td>Gilles Sanon</td>
<td>Director UPS</td>
<td><a href="mailto:gsanou@uemoa.int">gsanou@uemoa.int</a></td>
</tr>
<tr>
<td></td>
<td>Aly Coulibaly</td>
<td>UPS Team Member</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Kako Nubukpo</td>
<td>Chief Policy Analyst</td>
<td><a href="mailto:kkonubukpo@uemoa.int">kkonubukpo@uemoa.int</a></td>
</tr>
<tr>
<td></td>
<td>Koffi Gnacadja</td>
<td>Chargé des Questions Commerciales</td>
<td><a href="mailto:kgnacadja@uemoa.int">kgnacadja@uemoa.int</a></td>
</tr>
<tr>
<td></td>
<td>Emile Fongni Rigobert</td>
<td>Chargé De La Production Des Supports De Communication</td>
<td><a href="mailto:emile.fongni@uemoa.int">emile.fongni@uemoa.int</a></td>
</tr>
<tr>
<td></td>
<td>Dossolo Diarra</td>
<td>Legal Advisor</td>
<td><a href="mailto:dodiara@uemoa.int">dodiara@uemoa.int</a></td>
</tr>
<tr>
<td></td>
<td>Alhassane Ag Mohamed</td>
<td>Director Communication Unit</td>
<td><a href="mailto:hassan@uemoa.int">hassan@uemoa.int</a></td>
</tr>
<tr>
<td></td>
<td>Gaston Mory Dao</td>
<td>Division Head Information Analysis</td>
<td><a href="mailto:mory.dao@uemoa.int">mory.dao@uemoa.int</a></td>
</tr>
<tr>
<td><strong>EU (Burkina Faso)</strong></td>
<td>Ahamadou Bolly</td>
<td>Chargé De Programme Infrastructure</td>
<td><a href="mailto:Ahamadou.bolly@ec.europa.eu">Ahamadou.bolly@ec.europa.eu</a></td>
</tr>
<tr>
<td></td>
<td>Kurt Conelius</td>
<td>Head of Cooperation</td>
<td><a href="mailto:Kurt.conelius@ec.europa.eu">Kurt.conelius@ec.europa.eu</a></td>
</tr>
<tr>
<td></td>
<td>Cédric Merel</td>
<td>Programme Office Infrastructure</td>
<td><a href="mailto:Cedric.merel@ec.europa.eu">Cedric.merel@ec.europa.eu</a></td>
</tr>
<tr>
<td><strong>USAID</strong></td>
<td>Brinton Bohling</td>
<td>Director, Trade &amp; Investment</td>
<td><a href="mailto:accratdy4@usaid.gov">accratdy4@usaid.gov</a>; <a href="mailto:bbohling@usaid.gov">bbohling@usaid.gov</a></td>
</tr>
<tr>
<td></td>
<td>Kingsley Frimpong</td>
<td></td>
<td><a href="mailto:kfrimpong@usaid.gov">kfrimpong@usaid.gov</a></td>
</tr>
<tr>
<td><strong>World Bank (Trade &amp; Transport Facilitation)</strong></td>
<td>Olivier Hartman</td>
<td>Consultant</td>
<td><a href="mailto:ohartmann@worldbank.org">ohartmann@worldbank.org</a></td>
</tr>
<tr>
<td></td>
<td>Justin Koffi</td>
<td>Executive Secretary</td>
<td><a href="mailto:knj@corridor-sida.org">knj@corridor-sida.org</a></td>
</tr>
<tr>
<td></td>
<td>Edy Anthony</td>
<td>Transport Specialist</td>
<td><a href="mailto:kea@corridor-sida.org">kea@corridor-sida.org</a></td>
</tr>
<tr>
<td></td>
<td>Ismael Ouedraogo</td>
<td>Chief of Party</td>
<td><a href="mailto:iouedraogo@agribizafrica.org">iouedraogo@agribizafrica.org</a></td>
</tr>
<tr>
<td></td>
<td>Kossi Dahoui</td>
<td>Transport Specialist</td>
<td><a href="mailto:kdahoui@agribizafrica.org">kdahoui@agribizafrica.org</a></td>
</tr>
<tr>
<td><strong>ConseilBurkinabe des Chargeurs au Ghana</strong></td>
<td>Y Yedan</td>
<td>Representative</td>
<td><a href="mailto:yedanyaya@yahoo.fr">yedanyaya@yahoo.fr</a></td>
</tr>
</tbody>
</table>
## ANNEX 2: DOCUMENTATION CONSULTED

<table>
<thead>
<tr>
<th>Document</th>
<th>Author</th>
<th>Date</th>
</tr>
</thead>
<tbody>
<tr>
<td>Facilitation des Transports et du Commerce, Rapport Provisoire</td>
<td>N'Guessan N'Guessan</td>
<td>April, 2011</td>
</tr>
<tr>
<td>Development and Implementation of a Transport Observatory on the Northern Corridor</td>
<td>Oliver Hartmann</td>
<td>November, 2007</td>
</tr>
<tr>
<td>Le Programme d'Actions Communautaires des Infrastructures et du Transport Routier (PACITR)</td>
<td>UEMOA</td>
<td>Not dated</td>
</tr>
<tr>
<td>Minutes of the various meetings of the Comité de Pilotage du Programme de l'Observatoire des Pratiques Anormales sur les Axes Routiers Inter-États</td>
<td>UEMOA</td>
<td>Various</td>
</tr>
<tr>
<td>Présentation Fonds pour la Facilitation des Echanges</td>
<td>World Bank</td>
<td>Not dated</td>
</tr>
<tr>
<td>Rapport Annuel de la Commission sur le fonctionnement et l'évolution de l'UNION</td>
<td>UEMOA</td>
<td>January, 2011</td>
</tr>
<tr>
<td>Convention de Coopération dans le Domaine des Transports entre la CEDEAO et l'UEMOA</td>
<td>ECOWAS and UEMOA</td>
<td>2008</td>
</tr>
<tr>
<td>Présentation document 9 ACP ROC 14, Transport Facilitation Project in the Member States of ECOWAS and Mauritania</td>
<td>EU</td>
<td>Not dated</td>
</tr>
<tr>
<td>Opportunités d’Échanges commerciaux liées au transport dans le cadre des activités de l'African Enterprise Network</td>
<td>The Enterprise Network</td>
<td>October, 2000</td>
</tr>
<tr>
<td>Almaty Declaration and Almaty Programme of Action</td>
<td>UN</td>
<td>2004</td>
</tr>
<tr>
<td>Certificate of Incorporation African Cashew Alliance</td>
<td>ACA</td>
<td>2007</td>
</tr>
<tr>
<td>Various reports and outputs of the UEMOA-coordinated IRTG initiative component</td>
<td>UEMOA and the West Africa Trade Hub</td>
<td>Various</td>
</tr>
<tr>
<td>USAID implementing mechanisms</td>
<td>USAID</td>
<td>2008</td>
</tr>
<tr>
<td>Procès Verbal de l’Atelier de Formation des Points Focaux OPA</td>
<td>West Africa Trade Hub</td>
<td>Not dated</td>
</tr>
<tr>
<td>Contrat de Prestation de Service Point Focal OPA</td>
<td>CARANA Corporation</td>
<td>Not dated</td>
</tr>
<tr>
<td>Manuel d'utilisation du système d'information OPA</td>
<td>West Africa Trade Hub</td>
<td>Not dated</td>
</tr>
<tr>
<td>Various reports and outputs - Borderless</td>
<td>West Africa Trade Hub</td>
<td>Various</td>
</tr>
<tr>
<td>Etude sur le Projet Pilote de l'Observatoire des Pratiques Anormales sur les franchissements des frontières</td>
<td>Enterprise Network</td>
<td>1997</td>
</tr>
<tr>
<td>Various trip reports - Transport Team, West Africa Trade Hub</td>
<td>West Africa Trade Hub</td>
<td>Various</td>
</tr>
<tr>
<td>Feuille de Route PIR 10ème FED - UEMOA/CEDEAO</td>
<td>UEMOA/CEDEAO</td>
<td>2011</td>
</tr>
<tr>
<td>Transport and Logistics Costs on the Tema-Ouagadougou Corridor</td>
<td>West Africa Trade Hub</td>
<td>April, 2010</td>
</tr>
<tr>
<td>Note sur l'Observatoire des Pratiques Anormales</td>
<td>UEMOA</td>
<td>2010</td>
</tr>
<tr>
<td>Termes de Référence de l'OPA</td>
<td>Project, author not identified</td>
<td>Not dated</td>
</tr>
<tr>
<td>Transport Prices and Costs in Africa: A review of the main international corridors</td>
<td>Supee Teravaninthorn and Gaël Raballand</td>
<td>2008</td>
</tr>
<tr>
<td>EU Funding Mechanisms</td>
<td>EU</td>
<td>2011</td>
</tr>
</tbody>
</table>
ANNEX 3: TERMS OF REFERENCE

Terms of Reference
Study on the Sustainability of the Improved Road Transport Governance (IRTG) initiative: Institutionalization, Financing and Mandate

I. Context and rationale

Transport costs in Sub-Saharan Africa are the highest in the world. This is due to several reasons including among others road harassment along inter-state corridors which have a significant negative impact on the transport sector’s competitiveness. The joint UEMOA and ECOWAS Improved Road Transport Governance (IRTG) initiative was created in 2005 with financial and technical support from the USAID West Africa Trade Hub, in order to provide independent, reliable, and relevant information on road harassment.

The IRTG initiative is supported by a network of Focal Points—Chamber of Commerce or Shippers Councils—for data collection and National Coordinators—Ministry of Transport—for coordination with government agencies and distribution of reports in all participating countries.\(^{31}\)

Although IRTG has become well-known and officially recognized during recent years, it has no legal or institutional framework. Therefore the IRTG Steering Committee during its 5th meeting from July 12-13 2010 in Dakar, asked the Trade Hub to conduct a study on the sustainability of the initiative. The study will recommend an institutional framework for IRTG, review current and future activities and propose a financial plan and mechanism for IRTG activities.

II. Objective

The study’s overall objective is to contribute to the efficiency of IRTG as an instrument for improving road governance in West Africa and to identify appropriate ways and means to make IRTG a financially independent structure with appropriate human resources to achieve its goals. A further objective is to assess the feasibility of extending the mandate for IRTG to make it into a transport observatory.

Detailed objectives are to:

- Analyze how to institutionalize IRTG as an independent structure or as a component of an existing organization such as UEMOA, ECOWAS, SSATP (Sub-Saharan Africa Transport Policy), ALCO (Abidjan-Lagos Corridor Organization), or any other relevant organization;
- Analyze how each option for institutionalization would influence the ability of IRTG to be funded by donors such as USAID, the World Bank, the EU (European Union), and others
- Analyze potential governance structures and their impact on the operational and financial flexibility of IRTG

\(^{31}\) Currently Burkina Faso, Côte d’Ivoire, Ghana, Mali, Senegal, and Togo.
• Analyze the feasibility of extending the IRTG mandate to include, but not be limited to:
  • Transport costs studies and other transport activities currently handled by the Trade Hub;
  • Providing technical assistance in producing and publishing transport related statistics;
  • Any other activity as identified by the Consultants;
  • Develop financial plan for each institutional option;
  • Propose a financing mechanism.

III. Activities

The study will be handled by two consultants including an institutional expert and a transport and trade facilitation expert, whose remit will be to:

• Conduct face-to-face interviews with UEMOA experts and other key stakeholders in Burkina Faso, including EU, the IRTG National Coordinator and Focal Point staff in Burkina Faso
• Conduct face-to-face interviews with Trade Hub experts and other key stakeholders in Accra, Ghana, including the USAID regional office, the World Bank, EU, the IRTG National Coordinator and Focal Point staff in Ghana
• Conduct preliminary telephone interviews with other key stakeholders such as ECOWAS, ALCO, SSATP, IRTG National Coordinators and Focal Point staff in Côte d'Ivoire, Mali, Senegal and Togo
• Conduct face-to-face interviews with appropriate stakeholders when telephone interviews are not satisfactory. This will need prior approval of the Trade Hub.
• Describe in detail the way IRTG currently operates and:
  • Suggest appropriate changes and improvements, based on interviews and analysis
  • Suggest one or several alternatives for an extended IRTG, based on interviews and analysis
  • Describe options for institutionalization, analyze pros and cons, and develop recommendations based on interviews and analysis
  • Develop financial plan for each option for institutionalization and each mandate
  • Write a draft report
  • Present and discuss findings and recommendations with USAID, Trade Hub and other invited stakeholders
  • Write a final report

IV. Roles and responsibilities

• The institutional expert shall be responsible for conducting interviews related to institutionalization, as well as related analyses and recommendations.
● The transport and trade facilitation expert shall be responsible for conducting interviews related to IRTG mandate and budget, as well as related analyses and recommendations.

● Both experts shall be responsible for the presentation of results and recommendations.

● The institutional expert will be responsible for the final report.

V. Expected outcomes

● A draft report, including:
  o A description of the institutional, financial and operational set up
  o A description of the extended mandate and the associated financial plan
  o An analysis of current and proposed activities, financing alternatives, and recommendations

● A presentation to the Trade Hub and the other stakeholders

● A final report in English. The Trade Hub will translate the report into French.

VI. Timeline

The study shall be completed by early May 2011.

VII. Consultants’ obligations

The Consultants commit not to disclose any information gathered during the course of their engagement to any third party without the agreement of the Trade Hub.

The Consultants will provide the Trade Hub with five (5) hard copies of the report and one soft copy.

The Trade Hub commits to provide the Consultants with all necessary documents and to facilitate the contacts with all relevant stakeholders.

VIII. Duration

This engagement is for 40 man-days to be apportioned between the two Consultants.