



ECOWAS COMMISSION
COMMISSION DE LA CEDEAO
COMISSÃO DA CEDEAO

STUDY ON THE MID-TERM IMPACT ASSESSMENT OF SEME-KRAKE AND NOEPE-AKANU JBPS

1. Background / Country Context

The transport sector in West Africa is characterised by insufficient and interrupted transport infrastructure, lack or insufficient maintenance and obstacles to mobility. Different interpretations of transit documents and lack of harmonised border crossing procedures lead to significant delays and economic costs for both operators (traders, transporters, shippers) and travellers. Although road transport infrastructure is relatively well developed in some beneficiary countries, trade volumes in the region remain low. Goods do not circulate freely in ECOWAS Member States, and vehicles are subject to physical controls and endless inspections along corridors and at border crossings.

To facilitate trade and transit at border crossings, the ECOWAS Commission, with Member States and partner support built and equipped the Seme-Krake (Nigeria/Benin), Noepe-Akanu (Togo/Ghana) and other Joint Border Posts. These border posts are expected to facilitate the legitimate movement of people and goods while ensuring border security and complying with national legal requirements of the member states as well as international legal regimes

The management of these border posts is expected to be achieved through improved cooperation and coordination among member states authorities and agencies such as customs, immigration, health, veterinary, phytosanitary, security services etc that operates at the borders. It is expected that the border agencies and officials should facilitate the smooth movement of people and goods; reduce delays by combining the activities of the border agencies of both countries in one location; increase the effectiveness of controls through better information sharing and joint operations; and reduce related transport cost associated to border crossings.

Considering that the Seme-Krake and Akanu-Noepe Joint Border Posts have been operational for over last 5 years, it has become pertinent to assess the impact of the facilities on the said objectives of the Joint Border Concept. It is based on this premise that the ECOWAS Commission intends to undertake a Mid-term Impact Assessment of the Seme-Krake and Noepe-Akanu JBPs in order to propose areas of improvements to achieve the expected results.

2. Objectives and Expected Results of the Mission

2.1 General Objective

The purpose of this study is to assess the impact of JBPs in the region against key performance indicators and to prepare a report which would enable the beneficiary Member States to improve current operational processes, including the time taken to complete formalities for goods, vehicles and passengers in transit when crossing borders. Furthermore, the study will provide a strong basis to enable ECOWAS make decisions on future planned JBP projects, in terms of infrastructure provision, procedure engineering, legal and institutional arrangements, and all other related areas of consideration.

2.2 Specific Objectives

The specific objective is to assess the performance and operation of the Seme-Krake and Noepe-Akanu JBPs. Based on the JBP concept, objectives and regional/international protocols underpinning the JBPs, the consultant is required to undertake a performance diagnostics study; provide recommendation, and justifications for expected improvement measures; establish effective performance indicators and propose a feasible implementation action plan.

Specifically, the consulting firm is expected to :

- i. Review all existing regional and bilateral legal and operational documentation governing the establishment and operationalization of the JBPs. This revision in addition to other best practices, will form the bases to assess the level of success or otherwise of the JBP.
- ii. Undertake a diagnostic of specific operations of the two JBPs, documenting the mode of current processes, institutional arrangements, ICT and joint procedures, equipment, zones and general operations. The diagnostics will also document existing operations against the agreed procedures in the respective Manuals of Procedures, Bilateral Agreements and the ECOWAS Supplementary Act on the implementation of JBPs adopted by Heads of State in 2012. This will identify gaps / challenges and propose solutions
- iii. In relation to the baseline report of 2019, and other best practice performance measurement frameworks, establish a regional matrix of indicators to measure the operational improvement or decline of JBPs in-terms of border crossing time, operational environment, processing time for different types of traffic, coordination among agencies internal and cross-border, illegal payments and harassment, health and safety, security, phytosanitary, use of Trade Facilitation Measures including Integrated Border management, preferential trader schemes, parking payments, required documentation, etc.
- iv. Based on the performance analysis, measure the success or failure of the change from two stop conventional Border crossing to the well acclaimed one-stop Joint Border Post (JBP) concept.
- v. Develop a monitoring and evaluation framework for the continues monitor and reporting of the performance of JBPs in the ECOWAS Region, including the method and frequency of data collection and means of verification (reporting requirements).
- vi. Undertake a willingness to pay survey to inform decision making on financial sustainability and management of the Joint Border Post.
- vii. Recommend improvements to operations of the JBPs with clear action plans.

2.3 Expected Results

The study is expected to achieve the following results:

- i. documentation of all relevant legal, operations and institutional framework documents for a strong bases for performance assessment

- ii. comprehensive diagnostics report on the overall establishment and operation of JBPs
- iii. Established indicator set for empirical assessment of all aspects of JBP performance appraisal
- iv. Regional monitoring and Evaluation Framework established to monitor the performance of JBPs, including methods and frequency.
- v. Enhanced model for sustainable management and financing of JBP operations, including equipment maintenance, financing of improvements, etc.
- vi. Areas of improvement and amendments determined

3. Detailed Description of Services and Deliverables

With regard to the specific tasks, the methodological approach to be proposed as part of this assignment will consist of document review; data collection from the authorities; and other structures operating at the borders of the four countries concerned; and an in-depth analysis of the information gathered.

3.1: Task 1 : Data collection and Document review

3.1.1: Document review

This involves a documentary analysis of the definition, concept, different models and pillars on which JBP and its operations are based. This document review will be an ongoing part of the assignment, and a list of the various documents consulted will be provided in the report.

Discussions with the various agencies and structures during the field visits, and the use of these documents, will make it possible to identify gaps/challenges and to propose solutions for reducing border crossing times.

3.1.2 Individual Interviews with Stakeholders

Data will be collected from administrations and structures operating at the four borders through field visits with the aim of meeting and discussing with the various players involved and concerned by the implementation of this study. Exchanges will take place with the heads of customs, police, immigration, intelligence, health, veterinary, phytosanitary, the Ministry of Trade, freight forwarding, etc.. The working sessions with these agencies will provide information on their opening days and hours, their operating principles, their work processes, the problems they encounter and the solutions they propose.

3.1.3 Data collection

The data collection process will essentially consist of the following tasks:

i. Development of Data collection tools

The following template tools (in English and French) will be developed and used to meet the requirements of the assignment:

1. Template on harassment
 - a. Template for trucks loaded with goods
 - b. Template for buses and other passengers transport vehicles
 - c. Template for passengers and pedestrians
 - d. Template for counting of vehicles transporting goods
 - e. Template for counting passengers and passengers vehicle
 - f. Template for counting pedestrians and 2/3-wheel machines
- g. Template for JBP evaluation tools consisting of Average time for clearance of Cargo; Average time for clearance of persons; Average time for clearance of persons; Average time for clearance of vehicles; Average volume of traffic; Category of goods that frequently use border month on month; Average cost of handling of cargo within the Control Zone; Hard Infrastructure Availability, Accessibility and Adequacy ; Soft Infrastructure Availability, Accessibility and Adequacy; ICT connectivity - in country and cross border; Maintenance(cleaning, repair and servicing where applicable) of Hard and Soft Infrastructure Availability, Accessibility and Adequacy; Customer Satisfaction;

Consultant is expected to develop other templates for data collection where necessary and as instructed by the Client.

ii. Recruitment and training of data collectors and supervisors

The consultant will recruit and train border officials on the modalities of how data will be collected on a daily basis and stored for this assignment and future use.

iii. Data collection

The collection phase will consist of a selection of representative samples. The stakeholders selected and approved should provide better coverage and enable specific results to be obtained covering the entire study.

The data collected are relative:

For trucks loaded with goods:

- a. on arrival of trucks at the border crossing point,
- b. the waiting time before the start of formalities at the border post,
- c. at the beginning of the start of formalities with each border administration,
- d. at the end of the formalities with each border administration,
- e. the waiting time after the formalities have been completed,
- f. The departing time of the trucks after the formalities at the border crossing.,

For passengers transport vehicles:

- a. on arrival of vehicles at the border crossing point,
- b. the waiting time before the start of formalities at the border post,

- c. at the beginning of the start of formalities with each border administration,
- d. at the end of the formalities with each border administration,
- e. waiting time after the formalities have been completed,
- f. at the departure of vehicles after the formalities at the border crossing point.

For passengers:

- a. on arrival of passengers at the border crossing point,
- b. the waiting time before the start of formalities at the border post,
- c. at the beginning of the start of formalities with each border administration,
- d. at the end of the formalities with each border administration,
- e. the waiting time after the formalities have been completed,
- f. at the departure of passengers after the formalities at the border post.

At the end of the data collection, it will be recorded, processed, analysed and used to produce border crossing time indicators and sub-indicators for the various categories of user identified. Appropriate software will be used to process and analyse the data collected and produce the various indicators.

This processing will enable the values of the indicators used in this study to be filled in and a certain amount of information to be summarised in order to respond appropriately to the customer's expectations.

iv. Communication, dissemination and data quality assurance

Communication and dissemination is an important step in the functioning of the monitoring and evaluation mechanism. Indeed, the monitoring of performance indicators will enable technical and political decision making. Furthermore, the lessons learned in the process of the JBP management should be shared.

The consultant shall review and update existing communication and dissemination tools to ensure that the ECOWAS and the Joint Management Committees have an important role to play in the dissemination and use of information at national and regional levels. For the purpose of enhancing data quality, a collection tools completion manual and a simplified protocol should be developed to control data quality. The data completion guide will help collection officers and their supervisors to master and familiarize with the tools, while the protocol will specify the modalities for data quality control. This calls for proper ownership over the data completion guide and the protocol, in addition to developing simple tools specific to each indicator.

3.2 : Task 2 : Analysis framework

The second stage of the assignment consists of analysing the information gathered as follows:

i. Document review

- a) Documents required by the various agencies for Border clearance of the different types of goods using the corridor:
 - 1. Customs
 - 2. Immigration

3. Other agencies (PSP, wildlife, water and fisheries, public health, veterinary, police, traffic, security agencies, weights and measures, etc.)
4. Carriers and freight forwarders, including customs clearance agents

ii. Analysis of procedures, policies and regulations

1. Existing procedures used at the various levels of intervention
 2. Cross-border regulations in each country
 3. Bilateral and multilateral agreements affecting freedom of movement
 4. Labour laws and regulations
 5. Country-specific legislation and plans
- iii. Analysis of existing physical infrastructure in all JBPs
- iv. Analysis of existing systems (ICT) used at the JBPs and the agencies using them, their capabilities and reporting mechanism.
- v. Analysis of how information is filed, documents used and information shared between field offices, their headquarters (ICT), national (e.g. NSW) and regional (Regional NSW) levels.

3.3 : Task 3: Identification of Interventions

Having analysed the data collected, the consultant undertaking the assessment study will identify the interventions required at the JBP level and formulate an action plan to remedy the deficiencies identified, based on recorded freight transport performance, time spent, costs incurred and demand forecasts.

These interventions should be generally specific to the JBP but with the potential to stimulate the emergence of substantial improvements leading to efficient performance by all agencies and leading to an improvement in cross-border transport. The stimulus package must be able to support export and import activities (regional, continental and international).

Interventions related to the optimum mode of sustainable management and financing of JBP operations, equipment maintenance and rehabilitation of facilities, should be clearly recommended.

The following information will be presented by the consultant for each set of measures/interventions identified to help achieve the objectives of the assignment:

- i. Description of the intervention at each JBP;
- ii. Analysis of the situation (regional, continental and global comparisons);
- iii. National regulatory and legal frameworks, which act as catalysts for the promotion of cross-border transport; iv;
- iv. Promotion of efficient cross-border movement of people, goods and vehicles;
- v. Availability of the necessary human resources, training needs and measures to be taken before starting the activity;
- vi. Possibility of improving and stimulating the establishment of cross-border links;
- vii. Creation of backward and forward linkages / vertical integration;

- viii. Identification of key challenges and gaps that may impact on intervention.

3.3 Task 4. Conduct a Willingness to pay survey

i. Preparatory Review of Documents

- a. Review relevant documents, including JBP operational manuals, traffic statistics, corridor studies, legal frameworks, and previous assessments.
- b. Identify applicable national and bilateral regulations governing border fees.
- c. Prepare a report detailing methodology, sampling strategy, survey instruments, work plan, and quality assurance measures.

ii. Stakeholder and User Mapping

- a. Identify and categorize JBP users, including freight operators, passenger transport operators, private motorists, traders, clearing agents, and logistics firms.
- b. Map institutional stakeholders involved in JBP operations and financing.

iii. Survey Design and Data Collection

- a. Design statistically sound WTP survey instruments (questionnaires and interview guides).
- b. Apply appropriate WTP information collection techniques (e.g., contingent valuation, discrete choice experiments, or payment cards).
- c. Conduct field surveys at the JBP, including interviews, focus group discussions, and key informant interviews.

iv. Data Analysis and Financial Assessment

- a. Analyze survey data to estimate willingness to pay across different user segments.
- b. Assess demand sensitivity to pricing levels and service quality improvements.
- c. Estimate potential revenue under alternative fee scenarios.
- d. Compare projected revenues with estimated JBP O&M cost requirements.

v. Financing Options and Recommendations

- a. Propose feasible user-based financing mechanisms and tariff structures.
- b. Assess implementation risks, enforcement requirements, and institutional responsibilities.
- c. Recommend an optimal financing model aligned with efficiency, equity, and sustainability principles.

3.4: Task 5: Action plan

The consultant must prepare an overall budget and implementation programme detailing the priority interventions, the steps required to achieve them and the budget for implementing the programme.

The consultant shall prepare a JBP Information Memorandum covering all interventions, outlining for each intervention: context, objectives, outcomes and impacts, status and state of readiness, next steps, funding requirements and approach

4. Duration of the Assignment

The expected duration of these services is four (4) months, including reporting review periods. The Consultant is expected to work in multi-disciplinary teams (in accordance with the tasks defined in this document) to ensure proper integration, planning and sequencing of deliverables. The working languages are English and French and the Consultant shall ensure that some members of his/her team are proficient in both languages. The consultant shall ensure that the study is a holistic approach taking into account the physical, technical, political, legal, economic and environmental aspects of the project's area of influence and analysing the positive and negative interactions between resources in their current and future use.

5. Deliverables

- i. **Inception report** with a timetable will be submitted within four weeks of the start of the contract, for review by the ECOWAS Commission; comments on the report will be submitted within one week of submission.
- ii. **Draft Final Report.** The covering all the tasks under sections 2.2 and 2.3
- iii. **Final Report** (draft report amended to incorporate comments from key stakeholders).

All reports must be submitted in English and French, in electronic format (Word and PDF)

6. Reporting schedule

Assignment is expected to be completed in 4 months and shall be subjected to two workshops: One to validate the draft final reports and findings and the second to disseminate the final reports.

Month	Deliverable
Month: +0	Start
Month +1	Submission of the Inception Report
Month: +3	Submission of the Draft Final Report
Month: +4	Submission of the Final Report

7. Key Personnel Requirements

Consultant Profile and Indicative Key Experts

The assignment is open to qualified consulting firms or consortia with proven experience in regional infrastructure assessment, cross border management and public sector advisory services. The firm should have extensive knowledge in policy analysis and stakeholder engagement. Previous assignment in assessment of joint border post and

regional border management mechanisms and governance is key to qualifying for this assignment.

The Consultant should demonstrate experience in the following areas:

- I. Regional Border Assessments: Demonstrated experience in at least two (2) completed assignments involving the assessment of Joint Border Posts (JBPs) or other cross-border facilities in West Africa, including the evaluation of at least two of the following aspects: (i) operational efficiency, (ii) institutional or administrative coordination, (iii) legal and regulatory frameworks, and (iv) socio-economic impacts.
- II. Cross-Border Trade Facilitation: Successfully completed at least two (2) assignments within the last ten (10) years involving the provision of advisory or technical services to streamline customs, immigration, border security, or other cross-border trade facilitation procedures between neighboring countries.
- III. Stakeholder Engagement & Policy Review: Demonstrated experience in **at least two (2) completed assignments** involving the facilitation of stakeholder consultations with government ministries, regional authorities, local communities, and international partners, aligned with ECOWAS policies.
- IV. Technical Surveys & Design Coordination: Demonstrated experience in **at least two (2) completed assignments** involving the review of border infrastructure, traffic flows, and operational processes, in cooperation with engineering and/or architectural teams, to optimize border post functionality.
- V. Monitoring & Evaluation Services: Demonstrated experience in **at least two (2) completed assignments** involving the development of monitoring and evaluation frameworks, including KPIs, dashboards, and reporting frameworks for midterm and end-of-term assessment of border projects and regional integration initiatives.

The personnel to be used should include (but not limited to) the following:

K1 : Transport Economist or Engineer(Team Lead)

- a. A Minimum of Masters university degree in logistics and transport, economics, international trade, commercial law, or business administration.
- b. At least 10 years' experience planning, preferably in monitoring service providers.
- c. Proficiency in econometric modeling, data interpretation, and the ability to conduct socio-economic and environmental assessments.
- d. Policy and Strategic Guidance: Experience in providing policy and strategic guidance considering macro and micro-economic implications of transport investment decisions.
- e. Research and Modeling: Ability to conduct robust research and modeling on total cost groups and high-level forums.
- f. Must be fluent in English or French, with a working knowledge of the other language.

K2: Border Management (JBP) and Customs Specialist

- a. Must have a master's degree in business administration, social sciences, economics or a similar field of study.
- b. Must have at least 10 years professional experience in customs operations and border management;
- c. Must have knowledge of the implementation and management of Joint Border crossing operations and transit systems. Proof of involvement in at least two (2) projects will be required;
- d. Must have knowledge and experience of working with the Coordinated Border Management (CBM) and Authorised Economic Operator (AEO) programmes. Proof of participation in at least one (1) project will be required;
- e. Must have a thorough knowledge of the vehicle, passenger and cargo clearance system applicable in Sub-Saharan Africa; and
- f. Must be fluent in English or French, with a working knowledge of the other language.

K3 : Information and Communication Technologies (ICT) Specialist

- a. Must have a master's degree in telecommunications engineering, information technology, computer engineering, computer science or equivalent;
- b. Must have at least ten (10) years of professional experience, preferably in an environment related to infrastructure development and using information and communication technologies (ICT);
- c. Must have experience in conducting ICT studies related to customs administration systems. Proof of participation in at least two (2) projects, one of which is multinational, is required;
- d. Must have knowledge of immigration systems. Proof of involvement in at least one (1) project is required;
- e. Experience working in the Sub-Saharan Africa region will be an advantage (at least one (1) project); and
- f. Excellent command of English or French, spoken and written, with a working knowledge of the other language would be an advantage;

K4 : Legal Expert

- a. Master's degree in international relations, international trade, international transport, business law, project management law or equivalent;
- b. Must have at least ten (10) years of professional experience in the field of national and international rules and regulations governing transport and trade, international agreements, drafting of rules and procedures, and infrastructure concessions;
- c. Must have professional experience in corridor rules and regulations (development), the legal framework and public service delegation, the ability to draft contracts and manage contracts and disputes. Involvement in at least one (1) project will be required;

- d. Must have knowledge of the legal framework for trade and transport facilitation, tariff and non-tariff barriers. Proof of involvement in at least one (1) project is required;
- e. Experience working in the Sub-Saharan African region will be an advantage (at least one (1) project); and
- f. Excellent command of spoken and written English or French, with a working knowledge of the other language would be an advantage.

8. Estimated Number of Man-Months required

The following table shows the indicative estimates of the key experts' contributions. The consultant is free to modify them to suit their methodology.

Description	Estimate Man month
K1: Transport Economist or Engineer (Team Lead)	3
K2: Joint Border post management and customs specialist	3
K3: IT and Communications Specialist	2
K4: Legal expert	2
Total men months	10