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# **WORLD TRADE ORGANIZATION: TRADE FACILITATION ASSESSMENT PROJECT**

## **Report on Uganda Trade Facilitation Self Assessment**

December 3-7, 2007  
Kampala, Uganda

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Chief of Party  
USAID Trade Facilitation and Capacity Building Project "FASTrade"

**Contract Number: PCE-I-00-98-00013-00**

**Request for Task Order Number: 17**

**Submitted by:  
Booz Allen Hamilton**

**December 12, 2007**

### **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.

The WTO Trade Facilitation National Self Assessment of Uganda's Needs and Priorities was held in Kampala, Uganda between December 3-7 at the Imperial Royale Hotel.

## **Background**

The WTO's Trade Facilitation Negotiating Group, operating under the auspices of the WTO Doha Round negotiations in Geneva, is implementing a *Trade Facilitation National needs Assessment Project* under the auspices of the Trade Facilitation Trust Fund. These self assessments are intended to provide support to WTO members, particularly developing and least-developed countries, with respect to their trade facilitation needs and priorities, and to the cost implications of proposed measures being considered in the Trade Facilitation negotiations. The importance of carrying out a national self assessment of needs and priorities has been identified in several written proposals and by many Members as a crucial step with respect to the negotiations and the implementation of any final result.

There are already a large number of requests from WTO members for technical assistance under this proposed self assessment program, with the demand already exceeding the capacity of the WTO Secretariat and development partners. As a result, the WTO has been seeking support from WTO developed country members to support this initiative. The US. Government (USTR/USAID) has offered in-kind support to this needs assessment project. USAID's FASTrade project has been identified as the vehicle through which this assistance will be offered given that FASTrade's mandate has been to improve trade facilitation efforts around the world.

## **The Self Assessment in Uganda**

The USAID team supporting the WTO's effort in Uganda consisted of FASTrade's Chief of Party, Paul Fekete, Customs Specialist Robert Holler, and Regina Hehir, (Business and Finance Specialist I). Robert Ireland from the WCO joined the team in Kampala. Unlike the earlier assessment carried out by FASTrade in Tanzania, the WTO did not send a representative to the assessment.

## **Advance Meetings with Ugandan Officials**

Although the assessment itself was scheduled to take place during the week of December 3-7, part of the team (Paul Fekete and Regina Hehir) arrived in Kampala on November 29<sup>th</sup> so that preparatory meetings could be held with Ugandan stakeholders on the 30th. The schedule of meetings (below) offered the team the opportunity to talk with Ugandan government and private sector officials to reinforce the importance of the trade facilitation self assessment and to encourage as broad a participation as possible.

Ms. Elizabeth Tamale from Uganda's Ministry of Tourism, Trade, and Industry (MTTI) served as the coordinator for the assessment. Ms. Tamale arranged meetings with stakeholder from both the public and private sectors. The team's visits on Friday were

important because they reminded stakeholders of the forthcoming assessment and allowed the team to personally invite a number of participants, many who may have been unintentionally omitted in the first round of invitations.

We have found, both with the assessment in Tanzania and now in Uganda, that government officials, while trying to respond to the WTO's recommendations for whom to invite to the workshop, have been placing unnecessary constraints on the officials invited. This can largely be explained by the custom, in these countries, for workshops to provide either "sitting" fees or transportation allowances to attendees. Thus, by limiting participation, the disbursement of these fees can be kept to a minimum.

However, from the vantage point of conducting the assessment, we have found there to be an inevitable attrition of participants that accompanies such week-long meetings. While this was not as true in Uganda as with the earlier assessment, the assessment facilitators felt that it would be wiser to invite a larger group of participants—counting on the fact that there would be a number that would not be able to attend.

### **The Trade Facilitation Self Assessment**

The self assessment workshop commenced on Monday at the Grand Imperial Hotel (the schedule is attached below) The opening ceremonies were attended by the Honorable Nelson Wambuzi, Minister of State for Trade who made some introductory remarks about the importance of trade facilitation for Uganda and formally opened the assessment workshop. Technical officers from a variety of customs border agencies were also in attendance with approximately 50 individuals in total. Of particular note was the number of participants who attended from the Ugandan Revenue Authority (URA), the Uganda National Bureau of Standards (UNBS), and MTTL.

Following the Minister's remarks, Uganda's Geneva Representative, Mr. Elly Kamahungye gave a presentation focusing on the WTO, the status of the trade facilitation negotiations in Geneva, their importance to Uganda, and the link between the self assessment and the ongoing negotiating process on trade facilitation.



Uganda's Geneva Representative Elly Kamahungye during the opening ceremony.

After a brief break, Chief of Party Paul Fekete provided training on the WTO's assessment methodology which would be used to carry out Uganda's self assessment. Once that presentation was completed the self assessment commenced, with Ugandan participants divided into four working groups to begin the process of completing the assessment.

Most Ugandan government agencies with border control or trade facilitation responsibilities were represented during the course of the week's discussions. These included MTTI, URA, UNBS, the Ministry of Justice and Constitutional Affairs (MOJCA), the Ministry of Works and Transportation (MOWT), the Ministry of Agriculture, Animal Industry, and Fisheries (MAAIF), and the Ministry of Finance, Planning and Economic Development (MOFPED). Private sector participation was also extensive and included the Kampala City Traders Association (KACITA), the Uganda Commercial Truck Owners Associations (UCTOA), the Uganda Fish Processors and Exporters Association (UFPEA), the Uganda Freight Forwarders Association (UFFA), the Uganda Manufacturers Associations (UMA), Uganda Clearing and Forwarding Association (UCIFA), the National Council of Uganda Small Business Organisations (NCUSBO), and the Private Sector Foundation of Uganda (PSFU). (The complete list of participants is attached)

Private sector participation was widespread and consistent throughout the week (unlike Tanzania). Unfortunately there was only minimal participation from some of the other border control agencies other than Customs and the Standards Bureau (e.g., Health, Agriculture). The quality of the participants was excellent. The team was particularly

impressed with the staff from the URA which was knowledgeable, engaged, and present every day. UNBS also sent staff that was notably impressive in their grasp of trade facilitation issues.

One of the significant challenges during the assessment was assuring that participants maintained progress with respect to the assessment. Many issue engendered extensive discussions, particularly given the range of stakeholders present, which often slowed the pace of getting through the 71 proposals. As a result, one of the major responsibilities of the facilitators was to keep the process on track and moving forward.

Another ongoing challenge during the course of the assessment was to guide the discussions related to the trade facilitation negotiations. Uganda's Geneva representative provided extensive insight into the negotiations at the WTO, and, as one of the leaders of the developing countries in the trade facilitation negotiations, highlighted the links between the negotiations and the provision of technical assistance by developed countries. Consequently, the assessment sometimes risked focusing primarily on ways in which to maximize the provision of technical assistance to Uganda rather than a more narrow discussion of what Uganda's needs might be related to meeting the basic standards envisioned in the trade facilitation negotiations. There was a reluctance to indicate compliance with numerous issues—even when that was the case—primarily it seemed because of concern that Uganda would miss out on technical assistance.

Most of the self assessment was completed by the end of Wednesday in the four individual working groups. Some groups moved more quickly, while others had more difficult issues with which to contend. As a result, during the first days of the workshop, issues were re-distributed among the groups to ensure the efficiency of the process and to keep each group busy. Once the individual groups' work was completed, all participants reconvened in plenary session on Thursday to review the work of the individual groups and to provide additional input on issues where one or another government ministry official was not a part of a group. The plenary session was also used to debate the current status



Participants working on Self Assessment

The plenary session was also used to debate the current status

of a number of issues in Uganda—about which there was some disagreement—as well as the wisdom of accepting a number of elements of the trade facilitation negotiations.



Uganda's Geneva Representative Elly Kamahungye (standing) conferring with self assessment participants.

Once this process was completed, the plenary session turned to the preparation of a Power Point presentation to be made to senior officials who would be in attendance on Friday afternoon. (The power point presentation is also attached.) It summarized the work of the assessment participants and identifies major barriers in the trade facilitation area and needs for technical assistance. The presentation was also a means by which to encourage Ugandan government and private stakeholders to continue the process started with the workshop so as to further refine Uganda's understanding of and participation in the WTO Trade Facilitation process.

The closing ceremonies were held Friday afternoon, with the Power Point presentation, commentary from the senior officials in attendance, and the distribution of certificates to the workshop participants. The Permanent Secretary of the MTTI was unable to attend so he sent a deputy in his stead. URA Commissioner of Customs, Peter Malinga, was in attendance as were other senior officials from MTTI. After the presentation was made by workshop participants, there was general agreement that Uganda needed to continue the process of self assessment that had commenced with the workshop. There was also a consensus that the recommendations of the participants should be adopted. The recommendations included:

- a commitment by MTTI to make the final assessment report available in two weeks for further comment by stakeholders.
- that MTTI bring stakeholders together in early January 2008 to review and further refine Uganda's position in preparation for negotiations that will be taking place in Geneva in mid January 2008.
- that MTTI periodically convenes the Inter-Institutional Trade Committee (IITC) Subcommittee on WTO to enhance coordination and collaboration both within government and with the private sector related to trade facilitation issues.

Given that the private sector had expressed significant skepticism about the government's commitment to continue the process of dialog related to trade facilitation issues, these recommendations drew significant support from the private sector. In turn, the private sector, led by the Private Sector Foundation of Uganda, committed itself to take the lead to publicize meetings on trade facilitation and to encourage wide participation. These reciprocal commitments between government and the private sector were viewed by most participants to be a significant outcome of the assessment workshop and an indication of the benefits that would come from a closer working relationship among stakeholders, to the benefit of Uganda's national interests.



[Uganda Self Assessment Participants – December 2007]

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**Advance Meetings: Trade Facilitation Needs Assessment,  
Kampala, Friday 30, November 2007**

<b>Time</b>	<b>Name/Institution</b>
9:00 – 10:00	Dr. Sam Nahamya – Permanent Secretary, Ministry of Tourism, Trade, and Industry.
10:00 – 11:00	Mr. Richard Kamajugo, Assistant Commissioner Customs and Excise, Uganda Revenue Authority
11:30 – 12:00	Dr. Terry Kahuma, Executive Director, Uganda National Bureau of Standards.
13:00 – 14:00	Mr. Charles Kareba, Chairman, Uganda Freight Forwarders Association
14:00 – 15:00	Mr. Hilary Obonyo, Executive Director, Uganda Manufacturers Association
15:30 – 16:00	Mr. Wandera, Commissioner, Ministry of Works and Transport



## **WTO Trade Facilitation National Self Assessment of Uganda's Needs and Priorities**

**December 3 – 7, 2007  
Grand Imperial Hotel  
Kampala, Uganda**

### **OPENING STATEMENT**

Paul Fekete  
Lead Facilitator

Honorable Engineer Wambuzi: Minister of State for Trade  
Ladies and Gentlemen:

- It is a great pleasure for me and my colleagues to be here today in the Pearl of Africa as facilitators of the national trade facilitation needs assessment workshop for Uganda.
- Speaking on behalf of both the WTO and USAID, I want to express our thanks for being invited to participate in your self-assessment of needs and priorities in the WTO trade facilitation negotiations.
- Since trade facilitation became a part of the WTO Doha Negotiations in 2004, it has been witness to a very active participation from the wide WTO membership, now comprising 151 Members. This has included not only developed countries, but also developing countries and even LDCs who share the collective interest to lower transaction costs for their traders and help expedite the clearance and release of goods across borders.
- It is important to mention that any future legal commitments in the area of trade facilitation will be linked to each country's implementation capacity. LDCs in particular will only be required to undertake commitments to the extent consistent with their individual development, financial and institutional capabilities.
- As called for in the trade facilitation negotiating mandate, the self assessment of trade facilitation needs and priorities is a very important element in the trade facilitation negotiations, not only to help developing countries and LDCs identify their needs and priorities vis-à-vis the proposed trade facilitation measures, but also to enhance their participation in the trade facilitation negotiations in Geneva.
- Many Members have stressed the need for support in conducting their self assessment. For that reason, the WTO Secretariat has developed an extensive program of technical assistance that is funded by WTO Members through a special trust fund. We are here, with USAID's support this week to assist you by facilitating your work as you assess your needs.

- The main objectives of this 5 day workshop are:
  - To help Uganda identify its technical assistance and capacity building support needs and priorities to implement WTO Members' proposals on how to clarify and improve GATT Articles V, VIII, and X.
  - To help Uganda determine its national negotiating position on each of the proposed measures.
  - To help maintain a national inter-agency dialogue among the stakeholders on trade facilitation.
  
- This week, we bring together Ugandan officials from a variety of ministries and government entities as well as from the private sector to carry out the national self assessment. Let me stress that this is not a normal training seminar or diagnostic mission, but rather a workshop where all of you will be undertaking the actual assessment. I and my colleagues are here only as facilitators to guide the process. At the end, this will be a Ugandan product.
  
- For those senior officials who will be unable to stay with us throughout the week, let me invite you to return on Friday, at 2pm, when the results of the self assessment will be reported out and next steps will be considered.
  
- It is our hope that after this week, you will continue to work regularly with each other in order to provide the necessary support for your negotiators in Geneva as the negotiations progress.
  
- We are confident that with your active participation and cooperation, we will bring this week's efforts to a success.

Thank you.

## WTO Trade Facilitation National Self Assessment of Uganda's Needs and Priorities

December 7, 2007  
Imperial Royale Hotel  
Kampala, Uganda

### CLOSING STATEMENT

Paul Fekete  
Lead Facilitator

Honorable Guests  
Ladies and Gentlemen:

- It has been a great pleasure for us to be here this week as facilitators of the national trade facilitation needs assessment workshop for Uganda. Speaking on behalf of both the WTO and USAID, I'd like to thank my colleagues, Bob Holler, Robert Ireland, and Regina Hehir for their support throughout the workshop. In particular, I would like to thank MTTI for its support of the workshop. I would also like to single out and thank Elizabeth Tamale for all the work she has done as coordinator for this effort.
- We have appreciated your warm hospitality, your hard work, and your commitment to making this assessment a success. At the opening session, we cautioned you that this would be a workshop of a different nature, and you have all met and exceeded the challenge through your commitment and wholehearted participation in the assessment.
- When we started the assessment, we indicated that the main objectives would be to:
  - - Help Uganda identify its technical assistance and capacity building needs and priorities in relation to implementation of WTO Members' proposals on how to clarify and improve GATT Articles V, VIII, and X.
    - Help Uganda determine its national negotiating position on each of the proposed measures.
    - Help maintain a national inter-agency dialogue among the stakeholders on trade facilitation.

In each of these areas, the participants of the assessment have met or exceeded the objectives that were laid out at the commencement of the effort.

- Sadly, we will be leaving Uganda, and so the ongoing responsibility for continuing the national dialog on trade facilitation issues falls to all of you. We hope that the decisions reached during this workshop with respect to the way

forward will guide you and will serve to provide the necessary support for your negotiators in Geneva.

Thank you.



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## WTO Trade Facilitation National Self Assessment of Uganda's Needs and Priorities

December 3 – 7, 2007  
Grand Imperial Hotel  
Kampala, Uganda

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### DAY 1: Monday, 3 December

- 9:00 – 9:30 Opening Ceremony  
- Ministry of Tourism, Trade and Industry  
- Mr. Paul Fekete, BAH/USAID
- 9:30 – 9:45 Introductions of Participants and International Officials
- 9:45 – 10:45 Session 1: Introduction to the WTO trade facilitation negotiations  
- Negotiation mandate  
- GATT Articles  
- Members' proposals

*Speaker: Mr. Elly Kamahungye, Uganda Geneva Representative*

10:45 – 11:00 Break

- 11:00 – 12:00 Session 2: Introduction to the Needs Assessment Process and Tool  
- Introduction to the self assessment tool

*Speaker: Mr. Paul Fekete, BAH/USAID*

12:00 – 12:30 Session 3: Self Assessment Of Needs And Priorities

Participants will work in working groups that contain representatives of each agency and private sector for completion of the needs assessment using the Needs Assessment Guide and Tool (TN/TF/W/143). Each working group will be assigned certain trade facilitation proposals from the Guide.

*Facilitators: Mr. Paul Fekete, BAH/USAID; Mr. Bob Holler, BAH/USAID; Mr. Robert Ireland, WCO*

12:30 – 1:30 Lunch Break

1:30 – 5:30 Session 4: Self Assessment Of Needs And Priorities

### DAY 2: Tuesday, 4 December

9:00 – 5:30 Self Assessment Of Needs And Priorities

**DAY 3: Wednesday, 5 December**

9:00 – 5:30 Self Assessment Of Needs And Priorities

**DAY 4: Thursday, 6 December**

9:00 – 5:30 Self Assessment Of Needs And Priorities

Participants continue work on needs assessment. As soon as each group completes their assigned proposals they should begin review of the assessments completed by the other groups.

**DAY 5: Friday, 7 December**

9:00 – 12:30 Session 1: Report Preparation

Participants will review the results of the needs assessment and determine the conclusion of the results. These conclusions should be prepared in a PowerPoint presentation for the final reporting session.

12:30 – 1:30 Lunch

1:30 – 3:00 Session 1: Preparation continuation . . .

3:00 – 4:00 Session 2: Reporting Session

- Report is made to high level officials.
- Discussion and feedback on findings.
- Distribution of certificates.

4:00 – 4:45 Session 3: Evaluation and Feedback on the workshop

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## National Self-Assessment of Trade Facilitation Negotiation Needs and Priorities for Uganda

Integrated Registration List  
December 3 – 7, 2007



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# WTO Trade Facilitation Self Assessment of Needs – Uganda

**Needs and Priorities  
for  
Implementation of a WTO  
Trade Facilitation Agreement**

**Workshop  
Kampala, Uganda  
December 3-7 2007**



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