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NAMIBIA REPORT

ASSESSMENT OF SELECTED TRADE FACILITATION
MEASURES IN FIVE SOUTHERN AFRICAN COUNTRIES

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E3 Analytics and Evaluation Project

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CONTENTS

Acronyms	iv
Executive Summary	v
Introduction	1
Background.....	1
Assessment Purpose, Audience, and Uses	2
Assessment Questions	2
Assessment Methodology.....	3
Limitations	3
Organization of this Country Report	3
Country Context and Analysis	4
Structure of the Economy	4
Namibia’s Trade and Business Environment	6
Status of Implementation of Key Trade Facilitation Indicators	10
Findings	15
Key Obstacles and Challenges to Trade.....	15
Findings on Respondents’ Priorities for TFM Implementation	16
Findings on Assessment Questions 1-3 by TFM	17
TFM Priority 1: National Single Window.....	17
TFM Priority 2: Harmonized Customs Procedures and Its Connectivity.....	20
TFM Priority 3: Seaports and Linking Infrastructure Enhancements.....	23
Conclusions for Ranking the Selected TFMs	25
Recommendations	27
Annex I: Assessment Statement of Work	29
Annex II: Detailed Assessment Methodology	42
Annex III: Key Informant Interview Data Collection Instruments	49
Key Informant Interview Topic Guide – Private Sector.....	49
Key Informant Interview Topic Guide – Public Sector	52
Key Informant Interview Topic Guide – International Donors, Policy Experts, and Academics.....	56
Annex IV: Namibia Online Survey Questionnaire	59
Annex V: Trade Facilitation Measures Selected for the Country-Specific Online Surveys	65
Annex VI: Namibia Findings on Ranking the TFMs	68
Annex VII: Bibliography	86

ACRONYMS

AEO	Authorized Economic Operator
ASYCUDA	Automated System for Customs Data
CBM	Coordinated Border Management
E3	Bureau for Economic Growth, Education, and Environment (USAID)
GDP	Gross Domestic Product
GRN	Government of the Republic of Namibia
HPP	Harambee Prosperity Plan
IT	Information Technology
KAP	Key Action Plan
KII	Key Informant Interview
LPI	Logistics Performance Index (World Bank)
M&E	Monitoring and Evaluation
MSI	Management Systems International
MTISMED	Ministry of Industrialization, Trade, and SME Development (Namibia)
NEEEB	New Equitable Economic Empowerment Bill
NEEEF	New Equitable Economic Empowerment Framework
NSW	National Single Window
NTB	Non-Tariff Barrier (to trade)
OSBP	One-Stop Border Post
OECD	Organization for Economic Cooperation and Development
REC	Regional Economic Community
SACU	Southern African Customs Union
SADC	Southern Africa Development Community
SME	Small and Medium-Sized Enterprises
SOW	Statement of Work
SPS	Sanitary/Phytosanitary
TBT	Technical Barrier to Trade
TF	Trade Facilitation
TFA	Trade Facilitation Agreement (WTO)
TFI	Trade Facilitation Indicator (OECD)
TFM	Trade Facilitation Measure
TFP	Trade Facilitation Program (SADC)
TRR	Office of Trade and Regulatory Reform (USAID/E3)
USAID	United States Agency for International Development
WCO	World Customs Organization
WTO	World Trade Organization

EXECUTIVE SUMMARY

Assessment Overview

This report is the product of an assessment examining the anticipated costs and benefits of implementing selected trade facilitation measures (TFMs) in Namibia. The United States Agency for International Development's (USAID) Southern Africa Regional Mission and the Trade and Regulatory Reform Office within USAID's Bureau for Economic Growth, Education, and Environment commissioned this assessment. USAID's E3 Analytics and Evaluation Project conducted this study. Annex I contains USAID's statement of work for the overall assessment, which covers five Southern African countries.

From April to June 2016, the assessment team conducted a desk review and field research for the overall TFM assessment. This report presents the findings, conclusions, and recommendations to answer USAID's four assessment questions on the priorities of TFM implementation in Namibia:

1. What is the potential range of benefits associated with the implementation of specific TFMs or categories of TFMs?
2. What is the potential range of costs associated with the implementation of specific TFMs or categories of TFMs?
3. What is the feasibility and timeframe of the implementation of specific TFMs or categories of TFMs?
4. How do respondents rank their priorities among the TFMs they consider the most important to implement?

Main Findings and Conclusions

The assessment team determined a final ranking of priority TFMs for implementation in Namibia based on the interpretation of all findings across the Namibian Category C TFMs and trade facilitation issues. These findings were drawn from the various data sources including the desk review, key informant interviews (KIIs), online survey responses, informal unstructured discussions with other country and regional trade facilitation experts, and the assessment team's subject matter expertise on these issues in Namibia. The following is the final priority ranking of TFMs in Namibia:

1. National Single Window (NSW)
2. Harmonized customs procedures and information technology (IT) connectivity
3. Enhancing seaports and linking infrastructure

The ranking is based on input from the key informants interviewed and private sector respondents to the online survey. The groups expressed some variance in ranking, with harmonized and simplified documentation for trade the top-ranked priority for online respondents. This presents an opportunity to further explore differences in the trade facilitation experience of larger firms in Namibia versus smaller operators as part of future research.

National Single Window: The assessment team concluded that implementation of a NSW would offer the largest range of benefits for Namibian traders, supported by evidence from the KIIs and, to a lesser extent, the online survey. However, this conclusion has several caveats. In general, private sector respondents feel that while NSW development is important, they attach the most importance to other interventions that will address specific issues first. These interventions include: better customs procedures, IT connectivity, simplified documents, one-stop border posts, and improved coordinated border management (CBM), which are all features of NSW implementation. Interviewees consistently named the process of dealing with customs as the biggest obstacle to trade. Research by the Namibia

Trade Forum supports this in that traders identified 70 percent of trade obstacles as Namibian (not foreign) regulations and processes.¹

The study's informants broadly agreed that if the NSW can be a comprehensive system that simplifies the customs procedures and reduces the paper load, and is electronically integrated in cross-border management, it could lower barriers to trade significantly. However, within the private sector, many are skeptical of the government's ability to design and implement a comprehensive system within 18 months, secure inter-agency cooperation, train and hire staff, and have the IT infrastructure working. Many respondents cited the lack of priority given to the policy steps, changes in legislation and institutional frameworks, automation, and harmonization and standardization of documents and procedures that would need to precede the NSW design and implementation. Some are concerned that a forced implementation of a poorly designed NSW might result in a system that adds to the bureaucracy. Recent developments in the implementation of USAID's Southern Africa Trade Hub over the later months of 2016 are optimistic indications that the planned NSW is proceeding better than many expected.² Reasons for optimism include:

- By setting a non-negotiable deadline of March 2018 for NSW, the president promulgated the Harambee Prosperity Plan. The interview records partly reflect this.
- A feasibility study of a NSW is being finalized.
- A delegation of public and private sector representatives has visited NSW operations in Ghana and Kenya.
- The Government of the Republic of Namibia (GRN) is embarking on a pragmatic approach that foresees the implementation of a basic NSW by March 2018. GRN-hired experts deem this a realistic timeline.³

Harmonized Customs Procedures and IT Connectivity: Private sector respondents prioritized harmonizing customs procedures and enhancing IT connectivity, entailing simplified customs documents and automated customs systems at border posts. These findings clearly show that simplifying the processing of documentation is a key concern for the private sector. The new Electronic Transaction and Cyber Bill, which will be promulgated in 2017, will make a significant difference in processing forms.⁴ The private sector sees harmonizing procedures as a crucial intermediate step to a NSW and an important yardstick for trade facilitation reform; four of the private sector interviewees were skeptical about GRN's capacity to implement NSW.

Enhancing Seaport and Linking Infrastructure: Namibia's vision to become a transport and logistics hub will hinge on the development of efficient trade corridors and port infrastructure. While Namibia's road network is modern, it is not conducive to significant increases in trade volumes. This study found that the port is regarded as efficient, but major bottlenecks remain in unlocking its potential for bulk cargo. Most notably, rail and rolling stock are in dire need of upgrades and the parastatal responsible for rail needs a management overhaul.

Simplified and Harmonized Documentation for Trade: The Namibian research often mentioned reduced, simpler documentation for trade. While a simple reference number suffices for the transport company to proceed with the shipment in South Africa, long-haul truck drivers in Namibia still need stacks of paperwork for every consignment. Companies spend a lot of time getting permits, paying for

¹ This was noted by a trade association representative during the KIIIs.

² These developments have occurred after the team conducted qualitative research in Namibia.

³ Personal communication with a trade facilitation policy and program specialist in Namibia.

⁴ Personal communication with a trade facilitation policy and program specialist in Namibia.

documents, and compiling paperwork. They are unsure about consignments licensing and what goods they can bring and they perceive cumbersome documentation and ad hoc changes as an impediment.

Coordinated Border Management: CBM is important to harmonize opening times of border posts. Also, countries maintain different customs clearance systems and documentary requirements. Currently, some larger companies can access systems in Namibia and its largest trade partner, South Africa, and thus can complete system documentation. Not all companies are able to do this. The facilities at border posts and the coordination between them, as well as the general ease of doing business at them, are still important factors that are being underestimated. Putting real improvements in place at border posts is a first step to boost cross-border trade.

Recommendations

Based on the findings and conclusions of this research, the assessment team makes the following recommendations.

Recommendations to USAID

- USAID should consider supporting initiatives to strengthen private sector platforms in Namibia to give business a strong voice in responding to or formulating policy proposals (and the research capacity to back these up). Currently, the Namibian private sector is too fragmented and too beholden to government to engage with the GRN effectively. Also, although consultation on NSW, for instance, seems to have improved recently, too few formal and regular platforms exist for dialogue between the public and private sectors.
- USAID should promote dialogue between GRN and “Business Namibia,” as currently the government operates in isolation from the market. Because of the historical dynamics and a fundamentally different approach to economic planning, distrust between the ruling party and many in the private sector remains.

Recommendations to USAID and other international partners

- International development partners, including USAID, should consider contributing financially to the implementation of NSW in Namibia, which will be designed based on the ongoing gap analysis. The Namibian research shows that an effective NSW would significantly reduce current trade barriers.
- International development partners, including USAID, should invest in training and upgrading customs staff on managing risks and using the NSW, as well as modernizing customs IT systems.

Recommendations to the GRN

- The GRN should prioritize intervention areas for trade instead of trying to tackle everything simultaneously. Its priorities should be to finalize the NSW gap analysis and streamline customs documentation.
- The GRN should consult more broadly before triggering legislation or policy initiatives that profoundly affect trade, such as foreign direct investment legislation or black empowerment. The current “shooting from the hip” approach to policy-making is detrimental to trade relations and private sector confidence. Similarly, the government should consult more broadly on the sectors to target for industrial development. Finally, the GRN pushes, but then struggles to implement, concepts such as the industrial policy or “growth at home,” leaving the private sector stranded.

- The government should pay more attention to long-term planning for basic infrastructure development, such as water reticulation and power supply.
- The GRN should leverage its significant diplomatic standing in the Southern African Customs Union (SACU) and the Southern Africa Development Community to work toward integrated customs systems in the region, overcoming historical boundaries and sensitivities.
- The GRN should broaden the private sector representation in the National Trade Facilitation Committee.
- The government should ratify the World Trade Organization Trade Facilitation Agreement.

Recommendations for USAID and other donors implementing regional activities

- USAID should foster a climate that convinces Southern African countries of the mutual advantages of information-sharing and system integration and bolsters existing initiatives such as SACU Connect. The discussion around the NSW and authorized economic operator programs seems to lack a cross-border dimension, which makes it a moot exercise to the private sector. This exhibits a lack of cohesion and cooperation between countries.
- USAID and multilateral funders should encourage a regional approach to TFA and infrastructure development to increase regional economic integration and competitiveness.

Recommendations for future research

- USAID should sponsor more detailed research on high-potential growth sectors in Namibia. At least one private sector respondent has indicated willingness to partner with USAID to conduct tangible feasibility studies for manufacturing.
- USAID should consider sponsoring a SADC-wide scoping study on the awareness and public outreach/communication activities for the trade hub. Too few private sector players are aware of the modalities and benefits of intra-regional trade or export to high-yield markets under the African Growth and Opportunity Act.
- USAID should support transit corridor studies to assess the business case for Namibia to develop a trade and logistics hub and invest heavily in linking infrastructure.
- USAID should broaden the geographical coverage of this study to include other key countries in Southern Africa.

INTRODUCTION

This report is the product of an assessment examining the anticipated costs and benefits of implementing selected trade facilitation measures (TFM) in Namibia. The United States Agency for International Development's (USAID) Southern Africa Regional Mission and the Trade and Regulatory Reform Office within USAID's Bureau for Economic Growth, Education, and Environment (USAID/E3/TRR) commissioned the assessment. USAID's E3 Analytics and Evaluation Project⁵ conducted the study. Annex I contains USAID's statement of work (SOW) for the assessment.

From April to June 2016, the Project team conducted a desk review and field research as part of an overall TFM assessment covering five Southern African countries. This report presents the team's findings, conclusions, and recommendations to answer USAID's four assessment questions on the priorities for TFMs the implementation in Namibia. The deliverables for the overall TFM assessment include:

- Five stand-alone country reports for each of the countries studied: Botswana, Malawi, Namibia, South Africa, and Zambia.
- An overall final report that consolidates the regional-level findings, conclusions, and recommendations that can be drawn from reviewed secondary sources and the primary data collected in the five target countries.

Background

For countries, reducing traders' unnecessary delays and costs through trade facilitation measures increases trade volumes, attracts investments, and supports growth and job creation. TFMs can particularly benefit developing countries, where exporting goods frequently takes three times as many days as it does in developed nations. According to a study by the Organization for Economic Cooperation and Development (OECD), for sub-Saharan African countries, a 4.5-day reduction at the border would generate approximately 10 percent increased exports with OECD countries and greater increases for exports to other regions.⁶

Given the prominence of trade facilitation on the world's development stage — an area where the next wave of gains from trade could be extracted — donors and other partners have emphasized assisting developing and least-developed countries in implementing the World Trade Organization (WTO) Trade Facilitation Agreement (TFA) signed in Bali in 2013.

The TFA represents a commitment by WTO members to harmonize trade policies and practices to expedite the movement, release, and clearance of goods, including goods in transit. The TFA contains approximately 35 technical measures imposing obligations on WTO members to:

- Increase transparency;
- Improve governance through disciplines on rule and decision-making processes;
- Implement streamlined and modernized border procedures and control techniques; and
- Enhance the movement of goods in transit (OECD, 2015).

⁵ Management Systems International is the lead implementer of the E3 Analytics and Evaluation Project, in partnership with Development and Training Services and NORC at the University of Chicago.

⁶ Wilson, N. (2009). Examining the effect of certain customs and administrative procedures on trade. OECD Trade Policy Studies, 51-79.

The TFA contains special provisions for developing and least-developed countries, including transitional periods for implementation of TFMs and the designation of certain measures (“Category C”) as requiring development assistance and capacity building to support implementation.

Southern Africa Development Community’s Trade Facilitation Program

The assessment examined TFMs based primarily on those described in the Southern Africa Development Community’s (SADC) Trade Facilitation Program (TFP), which was developed in consultation with key stakeholders from SADC member states at the request of the SADC Secretariat. The TFP outlines a harmonized approach to trade facilitation for SADC member states to use as a blueprint to help meet the WTO TFA’s recommendations. The TFP uses a five-year timeline and covers 28 TFMs clustered around four pillars: transparency, predictability, simplification, and cooperation. The TFP measures roughly correspond to the TFA’s requirements, but are not identical. They include measures such as the National Single Window (NSW), trade information portals, appeals procedures, and an inter-regional transit management system.

Assessment Purpose, Audience, and Uses

The TFM assessment is intended to provide useful guidance to USAID/Southern Africa in its oversight of activities related to future trade facilitation. The assessment is not intended to assess the costs and benefits of trade measures that have already been implemented, but instead focused on capturing stakeholders’ informed views on the future costs of and benefits from TFM implementation. The assessment focused on five SADC member states: Botswana, Malawi, Namibia, South Africa, and Zambia.⁷

The primary audiences for this assessment are the Regional Economic Growth Office within USAID/Southern Africa, USAID/E3/TRR, and staff and stakeholders for a future iteration of the trade hub in the region. The audience also includes host country agencies involved in TF, industry and economic growth promotion, and revenue collection and customs functions, as well as the SADC Secretariat, the Southern African Customs Union (SACU), and other bilateral and multilateral partners in USAID economic growth programming.

USAID/Southern Africa and its implementing partners will use this assessment to guide the priorities and work plans for the future iteration of the trade hub and other activities to support trade facilitation in the region. In particular, this is intended to generate evidence not available from other sources that will guide USAID in advising and assisting host country governments that request support in deciding how to implement WTO TFA “Category C” TFMs, and other national and regional-level trade facilitation protocols, plans, and programs.

Assessment Questions

To guide the approach for the assessment and align its findings with USAID’s purpose and intended uses described above, the assessment team and USAID developed the following set of research questions:

- 1) What is the potential range of benefits associated with the implementation of specific TFMs or categories of TFMs?
- 2) What is the potential range of costs associated with the implementation of specific TFMs or categories of TFMs?
- 3) What is the feasibility and timeframe of the implementation of specific TFMs or categories of TFMs?

⁷ USAID categorizes these five countries as within southern Africa.

- 4) How do respondents rank their priorities among the TFMs they consider the most important to implement?

Assessment Methodology

The assessment used a mixed-methods approach to generate and triangulate evidence about the perceptions of a wide spectrum of stakeholders regarding the relative importance of TFMs, the costs and benefits of TFMs, and how best to sequence them in the countries of study. Annex II provides a detailed description of the assessment methodology.

While recent research has examined the positive effects of trade facilitation generally, reliable quantitative information is lacking on the cost and benefits of implementing specific TFMs (Duval, 2006).⁸ This is especially the case for Southern Africa. In the absence of quantitative information on the costs and benefits of TF, Duval (2006) argued that expert surveys, even with their limitations, could examine the relative cost and benefits of implementing a range of TFMs.⁹ This study uses this approach of informed stakeholder surveys and widens it to look at stakeholder perceptions of the relative importance of various TFMs for different stakeholder groups.

Data collection methods and sources included comprehensive reviews of national and regional-level policy documents and secondary data, in-depth semi-structured key informant interviews (KIIs) with knowledgeable stakeholders, and brief online surveys that targeted members of trade and supply chain associations in each country of study. This largely qualitative approach generated in-depth country-specific analyses and rich descriptions of the perceptions of key stakeholders, primarily private sector actors involved in different aspects of cross-border trade.

The assessment report also provides some descriptive statistics of collected data. The assessment team used these findings to build conclusions on the optimal selection and sequencing of TFMs and recommendations for implementing trade facilitation interventions in each country of study. These recommendations are intended to help USAID and government counterparts make informed decisions for future programming.

Limitations

The assessment has two major limitations, described more fully in Annex II. First, the assessment approach does not provide specific quantitative and monetized findings and conclusions about the costs and benefits of the TFMs examined, which a retrospective econometric study would better capture. Second, due to constraints on time and resources for this assessment, it was not feasible for the assessment to include large surveys and the application of inferential statistics. A representative sample of the potential key informants would be large, including informed representatives of all firms, private associations, government agencies, and multilateral bodies involved in cross border trade across the five countries of study.

Organization of this Country Report

The main body of this report includes five sections:

- The first section gives a contextual analysis of key economic data and trade facilitation issues.

⁸ Yann D. (2006). Cost and benefits of implementing trade facilitation measures under negotiations at the WTO: An exploratory survey. Asia-Pacific Research and Training Network on Trade Working Paper Series 3.

⁹ The Duval survey conducted qualitative research with 14 trade facilitation experts based in Asia to assess the anticipated costs and benefits of specific TFMs.

- The second section summarizes findings on the most important obstacles to trade and the highest-priority TFMs as identified by interviewees. In support of this section, Annex VI synthesizes the responses to Assessment Question 4, detailing how respondents ranked the various TFMs in order of importance for implementation.
- The third section details the findings for assessment questions 1–3 for each of the top three priority TFMs.
- The Conclusions section ranks the TFMs in terms of priority for implementation in Namibia. Assessment team members applied their collective subject matter expertise to interpret all findings to develop these conclusions.
- The Recommendations section addresses USAID and other relevant actors, including the Government of the Republic of Namibia (GRN), with suggestions to improve trade facilitation in Namibia.

COUNTRY CONTEXT AND ANALYSIS

Structure of the Economy

Namibia, with a population estimated to be 2.2 million, sits in the southwest corner of sub-Saharan Africa.¹⁰ It borders South Africa, Botswana, Angola, and Zambia. Classified as an upper-middle-income country by the World Bank, it has a GDP per capita of \$11,182 and a gross national income of \$24.84 billion purchasing power parity. Annual economic growth of GDP averages between 4 and 6 percent, while inflation is stable around 6 percent (2016).¹¹ Despite its upper-middle-income status, Namibia faces wealth distribution challenges with a high Gini coefficient¹² of 59.7.¹³ Table I shows key macroeconomic indicators for Namibia.¹⁴ Figure I shows Namibia’s GDP growth between 2005 and 2016.

TABLE I: KEY ECONOMIC METRICS FOR NAMIBIA SINCE 2013

Metric	2014	2015(e)	2016(p)	2017(p)
Real GDP growth	6.4	4.4	4.2	6.0
Real GDP per capita growth	4.0	2.1	1.9	3.8
CPI inflation	5.3	3.5	3.9	5.5
Budget balance % GDP	-4.3	-3.8	-3.1	-3.7
Current account % GDP	-10.4	-8.1	-11.3	-11.1

Source: Data from domestic authorities; estimate (e) and projections (p) based on report calculations

¹⁰ The IMF World Economic Outlook (WEO) (April 2016) estimated the population of Namibia at 2.24 million persons. Retrieved on January 17, 2017 from: <http://namibia.opendataforafrica.org/fifgzd/imf-world-economic-outlook-weo-april-2016>

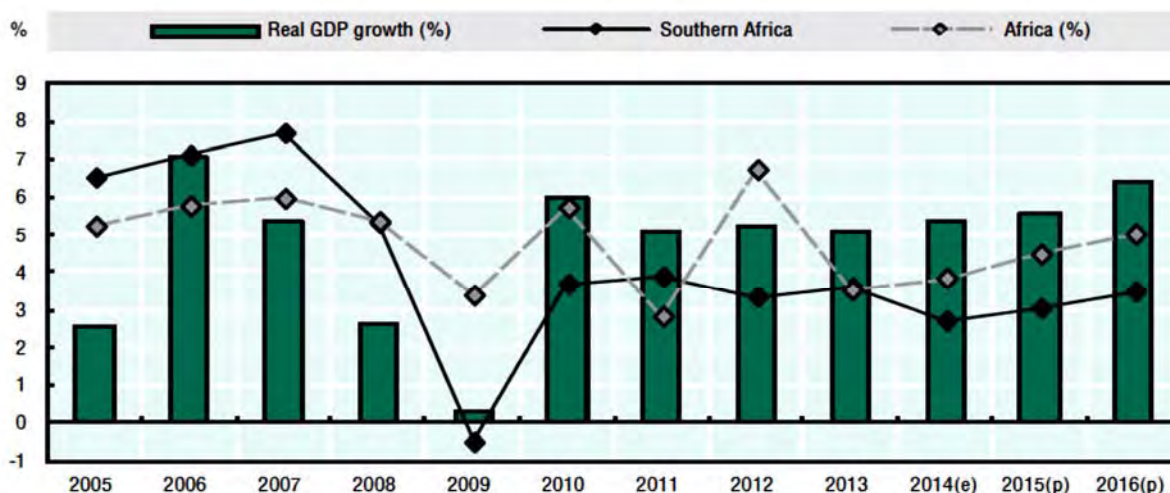
¹¹ www.bon.com.na. Retrieved June 19, 2016.

¹² The Gini coefficient measures the income distribution of a country's residents and is based on residents' net income. Expressed as a percentage here, 0 represents perfect equality and 100 represents perfect inequality.

¹³ Economic Policy and Poverty unit UNDP. June 20, 2016.

¹⁴ African Economic Outlook; African Development Bank, OECD, UNDP 2016.

FIGURE 1: NAMIBIA GDP GROWTH, 2005 TO 2016



Source: AfDB, Statistics Department AEO. Estimates (e); projections (p)

Table 2 shows the GDP by sector (percentage of GDP at current prices). The table shows the diversified nature of the Namibian economy, and the importance of the tertiary sector, which accounts for 61 percent of GDP in 2014; the largest contributor to GDP. Other important sectors are mining (diamonds, copper, zinc, uranium) and agriculture (beef, fish), which are significant export earners.

TABLE 2: GDP BY SECTOR (PERCENTAGE OF GDP AT CURRENT PRICES)

Sector	2010	2014
Agriculture, forestry, fishing, and hunting	9.3	7.0
Fishing	3.8	2.9
Mining and quarrying	11.3	12.6
Manufacturing	13.5	11.6
Electricity, gas, and water	2.0	2.3
Construction	3.4	5.3
Wholesale and retail trade; repair of vehicles and household goods; restaurants and hotels	14.0	15.2
Transport, storage, and communication	5.5	4.9
Finance, real estate, and business services	17.0	14.4
Public administration and defense	11.9	13.1
Other services	12.1	13.6
Gross domestic product at basic prices / factor cost	100	100

Source: African Economic Outlook, Namibia Country Report 2016

Regional Trade Performance

Namibia is part of SACU and the Common Monetary Area with a 1:1 peg of the Namibian dollar to the South African rand. Namibia's overall trade deficit in 2015 stood at N\$39 billion (\$2.48 billion). In 2016, this was compounded by a regional drought situation and a weak rand.¹⁵

Table 3 shows Namibia's trading figures with its neighboring SADC partners. Namibia's largest trading partner is South Africa, with 80 percent of its imports coming from its southern neighbor.

¹⁵ www.nsa.org.na. Retrieved June 20, 2016.

TABLE 3: NAMIBIA'S TRADE BALANCE WITH SOUTHERN ARICA DEVELOPMENT COMMUNITY'S MEMBER STATES (IN USD, HUNDRED THOUSANDS)

Trading Partners Among SADC Member States	Trade Balance in Value in 2014	Exported Value in 2014	Imported Value in 2014
Angola	\$423,124	\$435,849	\$12,725
Botswana	\$816,012	\$177,785	\$993,797
DRC	- \$114,647	\$104,487	\$219,134
Lesotho	- \$230	\$535	\$765
Madagascar	\$5	\$5	\$0
Malawi	\$1,747	\$1,822	\$75
Mauritius	- \$3,067	\$1,269	\$4,336
Mozambique	\$53,709	\$54,242	\$533
Seychelles	\$350	\$351	\$1
South Africa	- \$3,997,279	\$777,525	\$4,774,804
Swaziland	\$6,653	\$30,862	\$24,209
Tanzania, United Republic of	- \$35,285	\$1,898	\$37,183
Zambia	\$115,413	\$164,260	\$48,847
Zimbabwe	\$29,596	\$34,259	\$4,663
SADC aggregation	- \$2,703,899	\$2,601,161	\$5,305,060

Source: TradeMap

Namibia's Trade and Business Environment

Namibia ranks 108 out of 189 economies on the World Bank *Ease of Doing Business* 2017 ranking, a drop of four places compared to 2016 and seven places compared to 2015.¹⁶ Namibia's main export to the region is diamonds (to De Beers in Botswana). Other products, including beef, table grapes, and fish, are largely exported to Europe under a preferential trade agreement.

Namibia ranks 127th out of 190 economies on trade across borders in the World Bank *Ease of Doing Business* 2017 survey, a drop of four places compared to 2016.¹⁷ Figure 2 shows Namibia's Trading Across Borders ranking, a distance-to-frontier score with which to initially assess ease of trade in Namibia against other Africa countries.

¹⁶ World Bank. 2017. *Doing Business 2017: Equal Opportunity for All*. Washington, DC: World Bank. DOI: 10.1596/978-1-4648-0948-4. License: Creative Commons Attribution CC BY 3.0 IGO. Retrieved November 6, 2016.

¹⁷ World Bank. 2017. *Doing Business 2017: Equal Opportunity for All*. Washington, DC: World Bank. DOI: 10.1596/978-1-4648-0948-4. License: Creative Commons Attribution CC BY 3.0 IGO. Retrieved November 6, 2016.
<http://www.doingbusiness.org/~media/wbg/doingbusiness/documents/profiles/country/nam.pdf>

FIGURE 2: TRADING ACROSS BORDERS RANKING OF NAMIBIA AND OTHER AFRICAN COUNTRIES IN THE WORLD BANK DOING BUSINESS INDEX

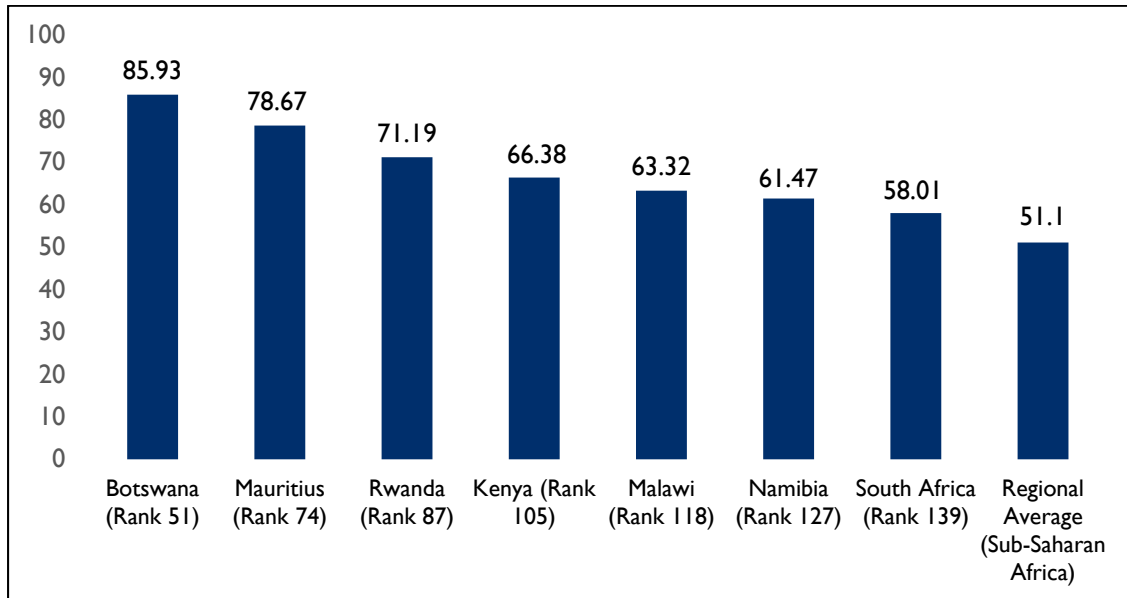


Table 4 shows Namibia’s performance on some crucial cross border indicators compared to other countries in the region. Crucially, the time and cost of border compliance for export are higher than the regional average. Namibia trails behind similar economies such as Botswana, Rwanda, and Mauritius on time and cost spent at the border and it scores especially poorly on the cost of border documentation and the time involved with processing the documentation for exports. Trade imports, however, are one of the easiest in the region, most likely because of well-established relations with the nation’s largest trading partner, South Africa.¹⁸

TABLE 4: NAMIBIA: WORLD BANK DOING BUSINESS INDEX (2017)

Trading across borders indicators		Namibia	Sub-Saharan Africa
Export: border compliance	Time to export (hours)	120	101
	Cost to export (USD)	745	571
Export: documentary compliance	Time to export (hours)	90	91
	Cost to export (USD)	348	225
Import: border compliance	Time to import (hours)	6	141
	Cost to import (USD)	145	662
Import: documentary compliance	Time to import (hours)	3	105
	Cost to import (USD)	63	313
DB 2017 trading across borders	Rank overall	127	

Source: (World Bank, 2017)

National Trade Facilitation Policy Framework

As a small and open economy, Namibia depends on trade with the region. In addition to its membership in SACU, it is an active player in SADC and the Tripartite Free-Trade Area. The country has formulated

¹⁸ World Bank. 2017. Doing Business 2017: Equal Opportunity for All. Washington, DC: World Bank. DOI: 10.1596/978-1-4648-0948-4. License: Creative Commons Attribution CC BY 3.0 IGO. Retrieved November 6, 2016.

its ambition to become a transport hub for the SADC region, utilizing the existing road network and the port of Walvis Bay as a gateway into the region.¹⁹

Ongoing Efforts to Balance Trade Facilitation with Domestic Industrial Concerns

Namibia's industrial policy prioritizes regional economic integration and removing bottlenecks for cross-border trade, promoting network consecutiveness, a regional competition policy, and enforcement of SADC Free-Trade Area rules.²⁰ Investment in the port, which is deemed relatively efficient, is ongoing while further investment in road and rail could realize this competitive advantage to its full potential.

Namibia's ambition to be a trading nation, however, is sometimes at odds with domestic policies around trade protection for local industries, driven by income inequality and high youth unemployment. The country has formulated an industrial policy and a "growth at home" implementation strategy, focusing heavily on industrialization in some core, yet underdeveloped, sectors, such as agro/fish-processing, steel manufacturing and fabrication, the automotive industry, chemicals, and jewelry.

The drive to address inequality has led to legislation being tabled, including the proposed New Equitable Economic Empowerment Framework (NEEEF), which controversially stipulates 25 percent local black ownership for new businesses. The draft legislation has met with opposition as to its feasibility and is likely to be revisited. The new Namibia Investment Promotion Act that replaced the Foreign Investment Act in August similarly places onus on investors to meet quotas in terms of local content and importantly leaves a lot of discretionary power to the trade minister of the day.²¹ A private sector KII respondent, as well as the South African Institute of International Affairs, anticipate that elements of the proposed act are infeasible given Namibia's modest competitive advantage in non-mineral sectors.²² As noted during three of the KIIs and during conversations with trade representatives, this Act has also garnered serious critique from the private sector and remains contentious.²³

A draft Local Authorities Act prohibited the sale of land to foreigners, which has been argued could deter investors. However, the legislation did not make it through the National Council. Looming water and electricity shortages are a fundamental threat to foreign direct investment if not addressed urgently. The uncertainty around balancing various legislative pressures, which the above cases illustrate, has been cited as raising questions for investors as to Namibia's investment environment.

A recently launched presidential implementation plan to eradicate poverty, the Harambee Prosperity Plan (HPP), highlights Namibia's poor ranking on *Ease of Starting a Business* (170 out of 189 countries) and recommends removing barriers to improve competitiveness. However, at the same time, Namibia dropped six places in this ranking compared to 2016.

Status of Implementation of Key Trade Facilitation Measures

Under the TFA, Namibia notified the WTO of its categorization of TFMs in Category A (see Table 5),²⁴ and the Namibian Cabinet has approved the submission of the WTO TFA. The agreement is being tabled

19 Republic of Namibia, Office of the President., National Planning Commission, Namibia's Fourth National Development Plan 2012/13 to 2016/17 ISBN 978-99945-0-055-0, page 78. Retrieved on November 10, 2016 from <http://www.trademarksa.org/sites/default/files/publications/2012%20Namibia's%204th%20National%20Development%20Plan%20-%20NDP4.pdf>

20 Namibia's Industrial Policy, page 5.

21 Namibia Investment Promotion Act, no 09 of 2016

22 This was noted by the South African Institute of International Affairs, an independent economic think tank based in Johannesburg, and during a KII with a trade association representative.

23 This was noted during three KIIs with private sector representatives as well as during personal communications with trade representatives.

24 Source http://www.oecd.org/tad/facilitation/Namibia_OECD-Trade-Facilitation-Indicators.pdf

in Parliament for ratification, and subsequently the instrument of ratification will be deposited at the WTO in Geneva. The GRN decided that no funding is available to pursue notification of the B and C categories, so this has been postponed. Table 5 shows Namibia's compliance with the full list of TFA measures.

TABLE 5: NAMIBIA COMPLIANCE WITH TFA CATEGORIES

CATEGORY	COMPLIANCE	MEASURES	PERCENTAGE
A	Fully Compliant with	31	66%
B	Partially Compliant with	11	23%
C	Not Compliant with	5	11%
TOTAL NUMBER		47	100%

Category A

- Article 1.4 Notification
- Article 2.1 Opportunity to Comment and Information Before Entry into Force
- Article 2.2 Consultations
- Article 4 Procedures for Appeal or Review
- Article 5.1 Notification for Enhanced Controls or Inspection
- Article 5.2 Inspection
- Article 5.3 Test Procedures
- Article 6.2 Specific Disciplines on Fees and Charges Imposed on or in Connection with Importation and Exportation
- Article 6.3 Penalty Disciplines
- Article 7.1 Pre-Arrival Processing
- Article 7.2 Electronic Payment
- Article 7.3 Separation of Release from Final Determination of Customs Duties, Taxes, Fees, and Charges
- Article 7.9 Perishable Goods
- Article 9 Movement of Goods Intended for Import Under Customs Control
- Article 10.1 Formalities and Documentation Requirements
- Article 10.2 Acceptance of Copies
- Article 10.3 Use of International Standards
- Article 10.5 Pre-Shipment Inspection
- Article 10.7 Common Border Procedures and Uniform Documentation Requirements
- Article 10.8 Rejected Goods
- Article 10.9 Temporary Admission of Goods and Inward and Outward Processing
- Article 12.1 Measures Promoting Compliance and Cooperation
- Article 12.3 Verification
- Article 12.4 Request
- Article 12.5 Protection and Confidentiality
- Article 12.7 Postponement or Refusal of a Request
- Article 12.8 Reciprocity
- Article 12.9 Administrative Burden
- Article 12.10 Limitations
- Article 12.11 Unauthorized Use or Disclosure
- Article 12.12 Bilateral and Regional Agreements

Category B

- Article 1.1 Publication

CATEGORY	COMPLIANCE	MEASURES	PERCENTAGE
Article 1.2	Information Available Through Internet		
Article 1.3	Enquiry Points		
Article 3	Advanced Rulings		
Article 6.1	General Disciplines on Fees and Charges Imposed on or in Connection with Importation and Exportation		
Article 7.5	Post-Clearance Audit		
Article 7.8	Expedited Shipments		
Article 10.6	Use of Customs Brokers		
Article 11	Freedom of Transit		
Article 12.2	Exchange of Information		
Article 12.6	Provision of Information		
Category C			
Article 7.4	Risk Management		
Article 7.6	Establishment and Publication of Average Release Times		
Article 7.7	Trade Facilitation Measures for Authorized Operators		
Article 8	Border Agency Cooperation		
Article 10.4	Single Window		

Status of Implementation of Key Trade Facilitation Indicators

The TFA is linked to several external institutions that offer comparable measures of difficulties faced at borders, including the World Bank Doing Business Index, the World Bank Logistics Performance Index (LPI), the OECD Trade Facilitation Indicators (TFIs), and the World Economic Forum (WEF) Global Competitiveness Index (GCI) Report. This section presents Botswana’s scores and rankings in these key trade facilitation indices.

The **World Bank Doing Business Index** measures the time and cost (excluding tariffs) associated with three sets of procedures—documentary compliance, border compliance, and domestic transport—within the overall process of exporting or importing a shipment of goods.²⁵ Table 2 presents the 2017 scores and rankings for the five countries included in this assessment as well as the sub-Saharan Africa averages.²⁶

As shown in Table 6 below, Namibia ranks at 127 out of the 190 countries included in the 2017 trading across borders study which is favorable compared to countries such as Zambia and South. However, Namibia costs more than the Sub-Saharan average in terms of export border compliance for both the time taken to export and the cost to export. Under documentary compliance, Malawi costs more than the four other countries of study as well as the Sub-Saharan average in cost to export.

²⁵ World Bank. 2017. Doing Business 2017: Equal Opportunity for All. Washington, DC: World Bank. DOI: 10.1596/978-1-4648-0948-4. License: Creative Commons Attribution CC BY 3.0 IGO

²⁶ World Bank Doing Business 2017 data set <http://www.doingbusiness.org/data/exploreconomies/botswana> retrieved on January 17, 2017.

TABLE 6: WORLD BANK DOING BUSINESS INDICATORS – TRADING ACROSS BORDERS 2017 FOR THE FIVE TFM ASSESSMENT COUNTRIES

Trading Across Borders Indicator		Botswana	Malawi	Namibia	South Africa	Zambia	Sub-Saharan Africa
Export: Border compliance	Time to export (hours)	8	85	120	100	148	103
	Cost to export (USD)	317	243	745	428	370	583
Export: Documentary compliance	Time to export (hours)	24	83	90	68	130	93
	Cost to export (USD)	179	342	348	170	200	230
Import: Border compliance	Time to import (hours)	4	64	6	144	163	144
	Cost to import (USD)	98	143	145	657	380	676
Import: Documentary compliance	Time to import (hours)	3	63	3	36	134	107
	Cost to import (USD)	67	162	63	213	175	320
DB 2017 Trading Across Borders - Ranking		51	118	127	139	161	
DB 2017 Trading Across Borders - Distance to Frontier (DTF) (% points)		85.93	63.32	61.47	58.01	46.99	

Source: (World Bank, 2017)

As shown in the OECD Trade Facilitation Indicator (TFI) status for the most recent year data is available (Figure 3), Namibia performs relatively well compared to other upper-middle-income countries in certain TFI areas, such as involvement of the trade community, appeal procedures, formalities (procedures), fees and charges, and internal border agency co-operation. Namibia lags behind best practice in all TFI areas, which is not surprising given the wide variance in this category of countries. As shown in the 2012 to 2015 country trend graph in Figure 3, Namibia's performance in several TFI areas was stable, with the exception of lost progress in trade community involvement, appeal procedures, formalities (documentation, automation, and procedures), internal border agency cooperation, and governance and impartiality.²⁷

Figure 3 demonstrates that the biggest strides can be in information availability, advance rulings, formalities (documents and automation), internal border agency cooperation, external border agency cooperation, and governance and impartiality. In its most recent country note on Namibia TFI performance, the OECD lists the following as requiring attention to improve compliance with the TFA:²⁸

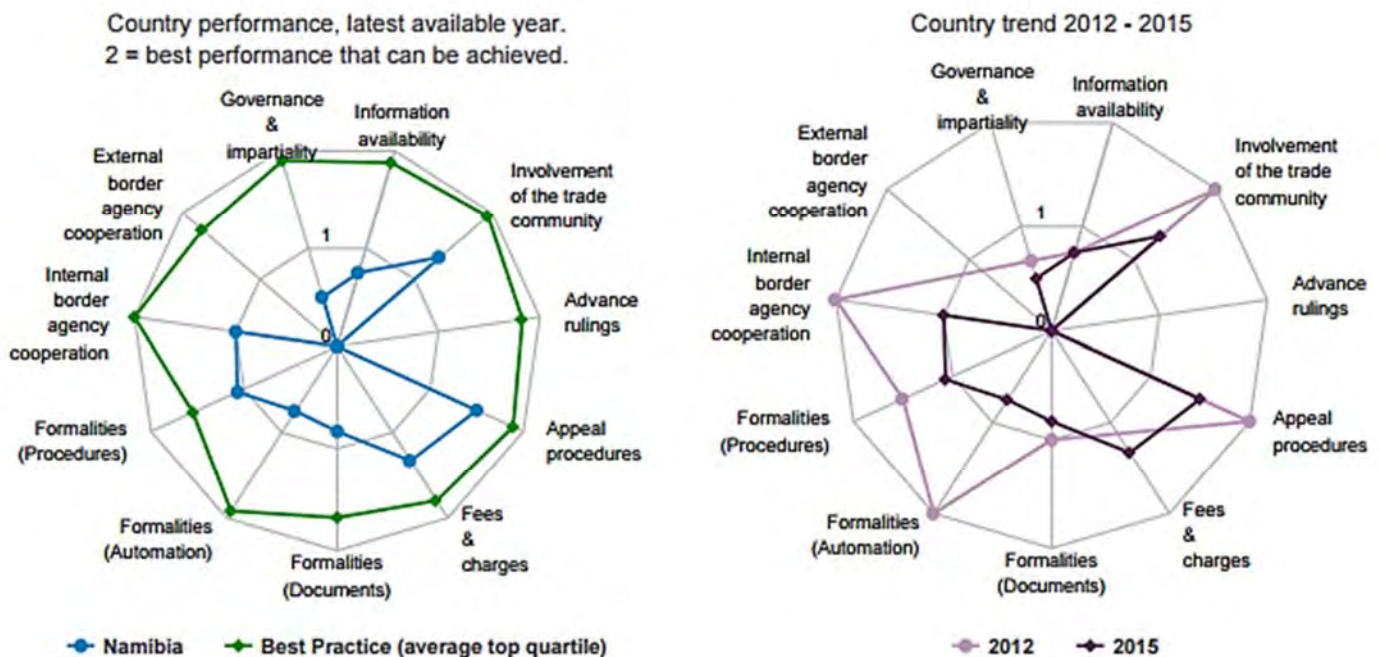
- Introduce the possibility of advance rulings
- Reduce the number of documents required and increase the validity of copies
- Complete automation of risk management
- Full-time automated processing for customs
- Improve quality of telecoms and IT

27 Namibia Country Note, OECD Trade Facilitation Indicators, latest year available, where 2 = the best performance; retrieved December 13, 2016, from <http://www2.compareyourcountry.org/trade-facilitation?cr=oeecd&lg=en&page=0>

28 Ibid. The areas for action to improve TFA compliance listed here are summarized from the full list in the current TFI Namibia Country Note: <http://www2.compareyourcountry.org/pdf.php>

- Complete Single Window
- Reduce the number of physical inspections
- Accelerated control and clearance of perishable goods
- Release goods prior to final determination and payment of customs
- Expand the Authorized Operator Program
- Simplify procedures in terms of associated costs
- Ensure that customs functions and structure are clear and transparent
- Develop a code of conduct for border agencies
- Support the customs ethics policy
- Provide clear provisions for the financing of the customs administration
- Publish annual customs activity reports

FIGURE 3: NAMIBIA PERFORMANCE IN THE OECD TFI AREAS FOR THE LATEST YEAR AVAILABLE, AND COUNTRY TREND 2012–2015



Domestic Processes on Trade Facilitation

Namibia's trade policy captures significant tensions between expectations about the pace and the prioritization of implementing TFM. This is evident in this study's findings, which describe skepticism within sectors of the Namibian trading community about the GRN's approach to specific TFMs. At the same time, ministries have made a concerted effort to build coordination between the public and private sectors on trade policy. This section briefly discusses these trade facilitation policy tensions and efforts.

Perhaps the most obvious example are the tensions between TFM implementation and resource allocation in that NSW related TFMs have been prioritized at the cabinet level and in performance agreements of

top officials at the Ministry of Industrialization, Trade, and Small Enterprise Development (MITSMED). However, funding is needed to address these TFMs, currently classified as category C measures.²⁹

Several key measures and efforts are being undertaken to address TFA issues, and these provide important foundational steps toward compliance with the TFA. They include:

- Customs has embarked on an ongoing modernization program, including introducing and upgrading the Automated System for Customs Data (ASYCUDA) system. This has led to improvements in cross-border processing.
- The port of Walvis Bay has issued a tender for automation of the port, which will see traffic flows and container handling improve significantly.
- The Customs Act of 1998 is being amended and the draft legislation is being reviewed. The amendments will focus on risk management, automation, exchange of information, National Single Window, and authorized economic operators. Another objective is to bring the act in line with other SACU members, especially the South African Revenue Service.³⁰
- The Directorate of Customs and Excise, within the Department of Revenue Management in the Ministry of Finance is working closely with the World Customs Organization (WCO) on the implementation of the Revised Kyoto Convention. Workshops and self-assessments in this regard have informed the process of amending the Customs Act to bring legislation in line with the Revised Kyoto Convention, which Namibia acceded to in 2006.
- The Directorate of Customs and Excise works closely with the WCO on staff training and implementation of customs management systems.
- SACU is working on risk management systems with the member states. Also, the SACU-Connect Program is attempting to create a positive approach by seeking areas where technical cross-border cooperation is feasible.

While these endeavors demonstrate genuine commitment to the TFA by the relevant ministries, some doubt remains within the private sector regarding the efficacy of efforts on trade reform, which is addressed in the next section. However, over the course of drafting this report, some stakeholders have positively regarded developments since data collection. In October 2016, three crucial things happened after the KILs concluded:

- 1) The HPP that the president promulgated set a non-negotiable deadline of March 2018 for NSW. The interview records partly reflect this development.
- 2) A feasibility study for a NSW is being finalized.
- 3) A delegation of public and private sector representatives visited NSW operations in Ghana and Kenya.

The renewed drive to pursue a NSW has had a profound effect. A project manager position was advertised in July to be filled by end of October. More importantly, the team of consultants appointed to implement NSW had many business process re-engineering sessions with public and private sector stakeholders in September. During this process, they identified procedures and legislation to include in NSW and harmonization would yield the largest benefits for traders. It is expected that the NSW implementation contract, which will be a public-private partnership, will be awarded in March 2017. Some basic version of NSW is expected to go online in March 2018, and further functionalities can be added to it.

²⁹ Two public sector representatives noted this during the KILs.

³⁰ Layperson draft Namibia Customs Act, a presentation by the USAID Southern African Trade Hub in January 2016.

Coordination between Public and Private Sectors on Trade Facilitation Policy

As noted, coordinated efforts are ongoing to develop a broad consensus on the trade facilitation changes and needs for Namibia. The government has launched a nationwide inventory of non-tariff measures (including NTBs). This research is conducted by the International Trade Center at the request of the Ministry of, Trade, Industrialization, and Small Medium Enterprise Development (MTISMED) and will include an in-depth survey of non-tariff measures among 500 Namibian companies. The preliminary results are expected toward the end of 2017.

Current Measures by Namibia Impeding Trade and Trade Facilitation

Despite these efforts, frustration is apparent in the private sector about the level of business involvement in trade facilitation policy formation.³¹ A National Trade Facilitation Committee meets infrequently, often without a quorum.³² The private sector is represented in this committee, but some complain about a lack of meetings and progress.³³ A criticism is that few or no institutional forums allow government and industry to sit around a table and discuss the way forward. Because of the small economic context in which government is a major customer, most businesses defer to the government, and organized business is weak. The GRN, however, lacks the knowledge to lead this discussion.

Because of this dynamic, business either follows the lead or works around the government when possible. With GRN budgets declining and the need for functional public-private partnerships rising, business will likely take a more prominent position in shaping policy. Key issues for the private sector include:

- The customs border management system remains problematic, with a lack of synergy, complex documentation requirements, gaps in staff training, and a general lack of customs staff.
- The discussion around the NSW and authorized economic operators (AEOs) seems to lack a cross-border dimension, which to private sector makes it a moot exercise. This testifies of a lack of cohesion and cooperation between countries.
- National standards remain problematic with no harmonization around the standards of the South African Bureau of Standards, a proliferation of (voluntary) national versus regional standards. The economic exporting zone regime remains ill-defined within the regime of incentives and access to finance for the SME sector is cumbersome, with few alternatives to traditional collateral based lending.
- Port and railway infrastructure require more investment, but the question remains if the investment will be feasible as the domestic market will be too small to absorb the extra capacity and therefore the trade hub idea needs to be embedded with a realistic plan of trading with the region. Policies on this need to be much more precise and better articulated. Currently, the port remains expensive charging import parity fees instead of fees that would attract more business.³⁴

31 This was noted during three KIIIs with private sector stakeholders.

32 This was noted by two public sector stakeholders and a private sector stakeholder during the KIIIs.

33 This was noted during two KIIIs with private sector stakeholders.

34 This was noted during two KIIIs with private sector stakeholders.

FINDINGS

Key Obstacles and Challenges to Trade

Due to the open-ended nature of the assessment team's interviews, KII respondents mentioned a wide range of obstacles, constraints, and challenges to cross-border trade in Namibia. Many of the issues are closely linked to the priority TFMs that respondents identified. This section does not rank or prioritize the obstacles.

Coordinated Border Management: Data collected in Namibia mostly centered on issues of cross-border and customs procedures. Traders complained that every country (and every consignment) requires a different set of documents. This means at any given border crossing the drivers have two sets of documents for every consignment, making the clearing of cargo time-consuming for a full load.³⁵ Exceptions are the AEOs, which are few. Traders also feel that importing into Namibia is far easier than exporting.³⁶ Interviewees mentioned other constraints they encountered at border posts, including:

- Infrastructure at border posts and the lack of cross border-automated systems.³⁷
- Prohibitive time delays, especially for perishable goods.³⁸
- Insufficient recognition that the informal economy, as well as the lack of proper facilities for traders, is an important reason for the lack of change.³⁹
- Insufficient pursuit of the concept of one-stop border posts (OSBPs).⁴⁰

Restrictive Forex Regulations and Visa Issues: Because of its small and vulnerable economy, Namibia has tight foreign exchange controls. In addition, the high unemployment rate has led to a protectionist tendency on the job market with strict work and business visa regulations. Respondents said moving capital across the region can be cumbersome due to restrictive Central Bank legislation and the administration and costs involved of applying for every transfer. Other comments were that approval processes are slow and repatriation of funds earned by exports is difficult. The same delays and restrictions occur with visas.⁴¹ Namibia experienced problems when GRN started to enforce business visa requirements for simple meetings. This has been addressed in the meantime, but companies do complain that it is hard to get even short-term work visas for expats, while skills are lacking in the country, especially in specialized fields like information and communications technology.

Non-Tariff Barriers (NTBs): NTBs are increasingly recognized across the region as an obstacle to trade. NTBs technical requirements, for instance around packaging and dangerous goods, are an obstacle, as are sanitary and phyto-sanitary (SPS) requirements, especially when these are not clearly articulated or legislated.⁴² The dairy industry, for instance, has growing problems exporting to Botswana due to unclear rationale behind Botswana's changing SPS requirements.⁴³

Harmonizing of Customs Procedures and Documentation/Risk Management: Namibia has complex, voluminous customs documentation. The volume of procedures and documents and the lack of automation in the systems are the main obstacles to trade, according to many interviewees. Officials are

35 Bilateral agency representatives and a private sector representative noted this during the KIIs.

36 A private sector stakeholder noted this during the KIIs.

37 A private sector stakeholder noted this during the KIIs.

38 A private sector stakeholder noted this during the KIIs.

39 A policy expert and a private sector representative noted this during the KIIs.

40 A private sector stakeholder noted this during the KIIs.

41 Two private sector stakeholders noted this during KIIs.

42 Two private sector stakeholders noted this during KIIs.

43 A private sector stakeholder noted this during the KIIs.

not always qualified to handle and appraise shipments. The customs department laments a lack of personnel to properly staff border posts.⁴⁴ Companies are also unsure about what goods they can import and they struggle with licensing issues. Generally, especially outside SACU, there is customs revenue system disparity. The five SACU member states alone operate four different customs systems. Member states in the wider SADC region employ a variety of customs systems and procedures based on their differing priorities. For instance, the former Portuguese colonies use a customs revenue collection with more autonomy for the border regions. Customs conventions for small, open economies like Namibia, Botswana, or regional powerhouses such as South Africa focus on risk management. For struggling economies such as Angola and Zimbabwe, revenue collection takes priority.

WTO/TFA & SACU: A public sector representative involved in public-private dialogue said traders complain that tariff revisions in SACU have negatively impacted manufacturing.⁴⁵ SACU, in turn, laments that the lack of coordination between countries impedes a common approach to the implementation of the WTO-TFA. Respondents from the SACU Secretariat expressed the potential gains of a coordinated approach to implementing the WTO TFA between countries.

Black Empowerment Framework: Namibia is facing legislation to address structural inequalities in the economy and transfer wealth to the groups that were disadvantaged under apartheid, referred to as “previously disadvantaged Namibians” (PDNs). Several private sector representatives expressed during KILs that the proposed New Equitable Economic Empowerment Bill (NEEEB) could severely damage Namibia’s competitiveness and thus trade relations, as well as general economic growth if passed in its current form. Policymakers recognize that socio-economic inequalities must be addressed, but have not identified solutions that will mitigate the adverse effects of proposed NEEEB ownership quotas.⁴⁶

Transport Infrastructure/Corridors: Private sector interviewees expressed concerns that the country’s road network is congested, while the railway system is dilapidated and therefore heavily underutilized.⁴⁷ The lack of bulk transport capacity adds to costs.⁴⁸ The number of roadblocks, weigh stations, and general police interference needs to be minimized for Walvis Bay to be an effective transport hub. There is no economic imperative for the Trans Kalahari Railway line and this project is unlikely to materialize. On the other hand, some interviewees argue that the Trans Caprivi-Lumbumbashi corridor warrants investment. Despite being half the distance, shipping from Walvis Bay to Windhoek costs more than shipping from Durban to Gaborone. The transport hub idea requires a coherent transport policy combined with tax rebates.⁴⁹

Political Will/Public-Private Sector Cooperation: Almost all private sector respondents were unhappy with the low level of consultation by the public sector. Feedback addressed erratic meeting schedules and inadequate communication about GRN priorities. (This seems to have improved during the period from June to October 2016 through reactivation of the business process re-engineering meetings by consultants linked to the NSW implementation).

Findings on Respondents’ Priorities for TFM Implementation

Assessment question 4 relates to respondents’ rankings of specific TFMs, which the assessment team collected in both the KILs and the online survey. Annex VI presents the team’s detailed analysis of findings

44 A public sector representative noted this during the KILs.

45 This was noted by public sector representative during the KILs.

46 This was noted by policy expert/academic during the KILs.

47 This was noted by a private sector stakeholder during the KILs.

48 This was noted by a private sector stakeholder during the KILs.

49 This was noted by an academic expert during the KILs.

to examine the relative importance that members of the wider Namibian trading community place on each TFM.

To determine an overall ranking, the team measured the frequency with which interviewees raised a specific TFM as a priority across the respondent categories. The team used this information to select TFMs and then examined them in detail to answer assessment questions 1 through 3. During the 18 KIIs, respondents spoke in detail about 9 TFMs and 3 cross-cutting issues to improve trade facilitation (included in the SADC TFP), which they regarded as the top priorities for implementation in Namibia.

The TFMs and cross-cutting issues the KII respondents raised include the following:

- Development of a NSW (discussed in 17 KIIs);
- Harmonization of customs procedures related to electronic clearing and IT connectivity at borders (11 KIIs);
- Enhancement of seaports and linking infrastructure (eight KIIs);
- Removal of non-tariff barriers (NTBs), including technical barriers to trade (TBTs) such as sanitary and phytosanitary (SPS) measures (five KIIs);
- Simplified and harmonized documentation for trade (five KIIs);
- Improved coordinated border management (CBM) (three KIIs);
- A strengthened and more efficient risk management system (two KIIs);
- Enhanced coordination and notification of regional transit procedures (one KII); and
- AEOs or preferred trade schemes (one KII).

FINDINGS ON ASSESSMENT QUESTIONS 1-3 BY TFM

The assessment looks closely at the three issues most often mentioned during the KIIs: development of a NSW, harmonization of customs procedures related to electronic clearing and IT connectivity at borders, and enhancement of seaports and linking infrastructure. This section presents the findings for assessment questions 1–3 for each of these three TFMs, along with the online survey findings and qualitative findings derived from the content analysis of KII data.

TFM Priority 1: National Single Window

The NSW refers to a central tenet of the WTO TFA (under Article 10, which broadly deals with import, export, and transit facilities) to ease trade across borders. It encompasses a single electronic lodgment of trade-related documents between participants in a trade process, such as traders and border agencies. A NSW would greatly enhance trading efficiency, reduce corruption, and increase revenue collection.^{50,51,52} However, the system requires significant streamlining of data capturing and processing, as well as collaboration of border and trade agencies.

WTO defines the Single Window as: “A facility that allows parties involved in trade and transport to lodge standardized information and documents with a single entry point to fulfill all import, export, and transit-related regulatory requirements. If information is electronic, then individual data elements should only be submitted once.”⁵³

50 https://www.wto.org/english/tratop_e/tradfa_e/case_studies_e/escwa_e.pdf

51 This was noted by an academic expert during the KIIs.

52 This was noted by a private sector stakeholder during the KIIs.

53 <http://www.wcoomd.org/ie/wto/Single%20Window%20Concept.pdf>

Namibia has prioritized the implementation of NSW by March 2018 at an anticipated cost of USD \$10 million.^{54,55,56} The NSW is part of the performance agreement the MITSMED has signed with the Cabinet, and officials are confident it will be implemented.⁵⁷ However, its source of funding is unclear.⁵⁸

Many respondents, especially from the private sector, were not acquainted with NSW terminology, but listed it as a priority issue after hearing an explanation of it. Respondents lamented the plethora of agencies and documents involved in trading across borders and called for a streamlining of procedures.⁵⁹ The companies see potentially significant savings of time and costs as a result of the NSW, but have doubts about GRN's ability to implement one.⁶⁰ Several respondents criticized the current bureaucracy, with traders saying that 70 percent of trade obstacles relate to Namibian procedures.⁶¹ This would argue in favor of Namibia "cleaning up its house" by pursuing NSW. Experts interviewed for this study, however, note that it is pointless to establish a NSW without reciprocity from neighbors or linking with other NSWs.⁶²

Most notably, private sector traders expressed that NSW would be "nice to have," rather than a foreseeable outcome in the short term, given GRN's track record on implementing such systems. Two respondents said that NSW is "pie in the sky" if the government cannot implement a single one-stop border post in the past 10 years, a reference to the Buitepos border post.

A trader from Namibia's largest transport company has implemented a de facto NSW approach in his business and commented that NSW goes hand-in-hand with establishing AEOs.⁶³

Assessment Question I

What is the potential range of benefits associated with the implementation of TFM Priority #1 NSW?

The development of a NSW was a priority for nearly all interviewees.⁶⁴ The main benefit that respondents identified across all categories was that NSW would reduce paperwork and administration, as well as reduce time to trade. While academics and officials indicated that a NSW would lead to more certainty around costs and time for goods to reach markets, the private sector was a bit more cautious, with only half of respondents expressing confidence that the system would deliver these benefits upfront. The private sector was also markedly more reserved, opining that NSW would promote trade or inspire entrepreneurs to start trading in the region. This may indicate that the private sector sees tangible benefits for NSW as a means to an end, but is hesitant about the window's ability to facilitate cross-border trade in and by itself.

A number of interviewees said NSW would help reduce delivery times and cut the administrative workload. One respondent said the NSW's expected convergence and proper implementation of IT systems would decrease unnecessary paperwork and documentation. All respondent categories gave examples of bottlenecks to address, focusing mainly on customs procedures and documentation, acquiring certificates, and the knowledge and training of customs officials. Respondents also complained that high

54 This was noted by a government stakeholder during the KIIIs

55 This was noted by an academic expert during the KIIIs

56 This was noted by a government stakeholder during the KIIIs

57 This was noted by a government stakeholder and a private sector stakeholder during the KIIIs

58 Email communication with regional NSW and trade facilitation policy and program expert on June 15, 2016.

59 This was noted by a private sector stakeholder during the KIIIs

60 This was noted by a private sector stakeholder during the KIIIs

61 This was noted by a private sector stakeholder during the KIIIs.

62 This was noted by an academic expert during the KIIIs.

63 This was noted by a private sector stakeholder during the KIIIs.

64 This was noted by a private sector stakeholder during the KIIIs.

import duties make products uncompetitive, and that many customs functions are centralized in Windhoek.

Table 3 in Annex VII summarizes the assessment findings on the perceived potential benefits of a NSW for Namibia.

Assessment Question 2

What is the potential range of costs associated with the implementation of TFM Priority #1 NSW?

Private sector respondents and academics were unaware of the costs of establishing a NSW, in part because they do not know the exact number of documents, procedures, and agencies involved. They complained that Trade and Finance, the ministries involved with implementing a NSW, do not share information and that the National Trade Facilitation Committee, which represents the various sectors, exists in name only and does not meet regularly.⁶⁵ The study found that a NSW is on the agendas of policymakers and multilateral donors, but the concept is not mainstreamed and the private sector does not widely understand its benefits.

Preliminary research by the USAID Southern Africa Trade Hub found that government officials estimate the cost at USD \$10 million (NAD 150 million).⁶⁶ The funding source is unclear, although Namibia has applied for funding from a SADC EPA facility through the SADC Secretariat in Gaborone.⁶⁷ The Cabinet has set a firm deadline for implementation in March 2018; to meet it, officials anticipate needing significant investments in staff training and IT software. Private sector respondents expressed curiosity about the funding source and whether a unilateral Namibian NSW would fulfill its purpose if trading partners do not recognize the system.^{68,69}

Significant time and costs would likely be required to take stock of current procedures and documents, as well as to mobilize border agencies involved in trade. Inter-agency cooperation would need to increase and private sector involvement, as the end user, with the design of NSW would be important. IT infrastructure and software development, hiring and training staff to work on the system, and securing cross-border convergence would likely incur the most expense. These pieces are crucial to ensure that Namibia's NSW is compatible with its major trading partners and that their systems can interface.

Table 4 in Annex VI summarizes findings on perceived costs to implement the NSW.

Assessment Question 3

What is the feasibility and timeframe of the implementation of TFM Priority #1 NSW?

Public sector KII respondents insisted that NSW will be implemented, as the Cabinet has identified it as a key priority area and it forms part of the ministerial performance agreement with the State House.⁷⁰ The firm timeline for implementation is March 2018.⁷¹ The tender for the feasibility study on NSW was advertised in August 2016.

65 Interviews with representatives of trade associations.

66 This was noted in an email communication with regional NSW and trade facilitation policy and program expert on June 15, 2016 and during a KII with public sector representative.

67 Information supplied by Catherine Grant, a Southern Africa Trade Facilitation expert and Team Leader for this study.

68 This was noted by a private sector stakeholder during the KIIs.

69 This was noted by an academic expert during the KIIs.

70 This was noted during two KIIs with public sector stakeholders.

71 This was noted by a public sector stakeholder during the KIIs.

Although the NSW is part of the Category C measures (Article 10.4), the ministry has indicated it will not report these to the WTO, as the lack of funding makes progress anytime soon unlikely.⁷² It is also unclear whether the Ministry of Trade or the Ministry of Finance's Department of Customs is the lead agency on the NSW.

Many private sector respondents are doubtful about implementation, given the track record of government and specifically inter-agency cooperation.⁷³ The failure of a pilot one-stop border post project leads private sector and academic respondents to think that a NSW might be out of reach.⁷⁴ They also fear that the GRN's indecision and lack of consultation with private sector will negatively impact the process.

Almost all respondents said that GRN implementing a comprehensive and functional system might radically reduce bureaucracy and improve trade. One private sector respondent said it would be fairly easy to implement a NSW, as Namibia has the people and the resources to do so.⁷⁵ Others, however, point to vested black market interests at border posts that offer little incentive for a NSW.

Private sector respondents, including associations, see simplified customs procedures and documents — as well as capacity building in the Customs and Excise Directorate—as a prerequisite for a NSW. Academics point out that the NSW would require upgrades at border posts, such as working truck stops, and especially a much-improved public-private dialogue. For SACU, the lack of cross-border coordination is a concern.⁷⁶ The public sector is mainly worried about the lack of funding for NSW-related TFMs, such as risk management and an authorized economic operator (AEO) scheme, improving transit procedures, and skills and capacity building at Customs. Respondents also suggested funding to conduct a proper gap analysis on procedures and documents that would require simplification and harmonization under a NSW.

TFM Priority 2: Harmonized Customs Procedures and Its Connectivity

Judging by the Category A measures that Namibia notified the WTO as being in compliance with, the country should have a number of functioning TFMs related to harmonized customs procedures. Category A designates elements such as common border procedures (Article 10.7) and articles relating to pre-arrival processing and inspection.

Interviewees indicated that cumbersome customs procedures are the largest impediment to trade. The Namibian Customs Department is working closely with the WCO on improving procedures across its customs system. Critically, the cross-border component of this TFM relies on integration of IT systems to facilitate trade. In the SACU area, four existing customs systems have yet to be integrated, but one of the main missions of the SACU Secretariat is system integration.⁷⁷

In the Namibian context, discussion of harmonized customs procedures and IT connectivity is closely related to NSW, and illustrates a difference in thinking between private and public sectors. Most private sector respondents take a pragmatic approach to NSW and see improvements to customs procedures as necessary to establish a functional national trade system.⁷⁸ The public sector, however, seems to focus on establishing a NSW as a systematic solution to the country's long-term trade facilitation

72 This was noted by a public sector stakeholder during the KIIIs.

73 This was noted by two private sector stakeholders and a government stakeholder during the KIIIs.

74 This was noted by two academic experts during the KIIIs.

75 This was noted by a private sector stakeholder during the KIIIs.

76 This was noted by a private sector stakeholder during the KIIIs.

77 This was noted by a private sector stakeholder during the KIIIs.

78 This was noted by a private sector stakeholder during the KIIIs.

performance. The difference between these bottom-up and top-down approaches symbolizes the driving force of the two sectors: pragmatism versus long-term planning.

Assessment Question I

What is the potential range of benefits associated with the implementation of TFM Priority #2 Harmonized Customs Procedures and IT Connectivity?

As with the NSW, knowledge of the cost to streamline customs procedures is limited outside the public sector. This is likely because the two sectors do not work together and public-private sector platforms that should enable consultation, discussion, and information-sharing between the sectors are poorly functioning or non-existent. Worse, government departments operate as silos, further constraining information-sharing. As several interviewees noted, many government departments responsible for trade have one or two “champions” who have the relevant network and experience to push the trade issues on the decision-making agenda. However, back-up or succession planning is not well developed, and frequent shuffling of staff takes a toll on institutional memory.⁷⁹ These respondents further noted that the government should make capacity-building and priority-setting processes key reform areas.

During the KII, more than half of the respondents listed harmonized customs procedures and IT connectivity as a priority. Nearly all of the private sector firms ranked this as a priority area, noting that harmonizing customs procedures will reduce the time required and the costs to trade, as well as reduce paperwork and administration. Implementation of the TFM would lead to more certainty about the costs of trade and when goods would reach the market. Academics supported these observations in interviews. Public sector agencies were less vocal on this TFM, likely because their exposure to customs organizations is significantly less.

Only two private sector organizations said that making customs procedures easier would lead to more companies engaging in trade. This may refer to several other NTBs that these firms are likely to experience. Overall, the cost to entry to the export market is relatively high for Namibian companies coming from a low base, given the modest domestic market. Two private sector respondents noted the importance of introducing electronic systems at border posts to increase efficiency and combat corruption. SACU respondents indicated that this TFM is the most important starting point to improve cross-border trade and one of the issues that the SACU Connect Program addresses.⁸⁰ Private sector respondents also said that improved customs procedures could lead to a relaxing of foreign exchange controls, which is outside the scope of this research. But constraints on moving capital across the region are a major impediment and therefore could be considered a TFM.⁸¹

Sectors that are heavily affected by cumbersome customs procedures are fresh produce (especially on the border with Angola)⁸² and airlines that work with time-sensitive cargo. For Air Namibia, not knowing when goods will reach the market is major obstacle in developing its cargo division.⁸³ Some players like Air Namibia and hospitality operators included cumbersome visa requirements for passengers under this TFM.⁸⁴ Respondents also pointed out that customs procedures to trade into Namibia are significantly easier, especially from South Africa.⁸⁵

79 Three KII respondents from bilateral agencies and a donor program implementer interviewed for contextual insights noted this as a trend they have observed.

80 This was noted by a private sector stakeholder during the KIIs.

81 This was noted by a private sector stakeholder and an academic expert during the KIIs.

82 This was noted by an academic expert during the KIIs.

83 This was noted by a private sector stakeholder during the KIIs.

84 This was noted by two private sector stakeholders during the KIIs.

85 This was noted by two private sector stakeholders during the KIIs.

Table 4 in Annex VI summarizes findings on perceived potential benefits if Namibia implements the harmonization of custom procedures and IT connectivity.

Assessment Question 2

What is the potential range of costs associated with the implementation of TFM Priority #2 Harmonized Customs Procedures and IT Connectivity?

As with NSW, the private sector is not aware of the costs associated with harmonizing procedures and enhancing IT connectivity for cross-border trade. This is not surprising, given that these cost structures are outside their sphere of operation. But trade officials and academics also cannot say what the cost is. Most officials said they are not fully aware of the range and scope of measures that are to be implemented or changed. Officials estimated that investments would be necessary in staff training, implementing new procedures, combining forms, new IT equipment, and hiring more staff. They said a NSW would cover most, if not all, of this process.

The interviews suggested that the private sector had not been informed about a proper assessment of procedures and IT needs, so one may not have taken place. This relates back to the request for a proper gap analysis on a NSW, as officials requested.

Table 4 in Annex VI summarizes findings on the perceived costs to implement harmonized custom procedures and IT connectivity.

Assessment Question 3

What is the feasibility and timeframe of the implementation of TFM Priority #2 Harmonized Customs Procedures and IT Connectivity?

As with costs, respondents did not indicate a consensus on the feasibility or timelines for implementation. The feasibility of the exercise seems to be beyond doubt as its usefulness is commonly agreed upon by all stakeholders to a convincing degree. Similarly, the actual measures to be taken would (ideally) be covered to a large extent by NSW, which the GRN is fast-tracking. The government, therefore, seems not overly concerned about customs harmonization and IT connectivity outside the NSW.

If the NSW design is comprehensive, including simplifying customs procedures and IT connectivity, an optimistic implementation timeframe is 18 months. Academics point out that if the NSW does not consider cross-border management issues, it is likely to fail on the issues of harmonized customs procedures and regional IT connectivity.

Private sector respondents said more political will is needed to get the NSW process off the ground. Many said that they felt an absence of the necessary public–private sector discussion and displays of political will to implement such a sweeping reform and technical agenda. These private sector respondents cite a “silo mentality” in the public sector insufficient political will as reasons that customs procedures have not improved over the past decade. They also said policy decisions — for instance regarding foreign exchange control or visa regulations — do not always have the best interests of trade in mind and could be motivated by revenue considerations for short-term gain or, in the case of cabotage, to protect a local transport industry. Finally, they point to the need to address divergences in the SACU and SADC member states legislation.

As a multilateral organization, SACU feels that the member states do not have a sufficient common understanding of the WTO TFA. The Customs Union Secretariat believes that countries should move *en bloc* on the WTO TFA and identify priority areas for further action, but acknowledges that this is politically

still a hard sell, as South Africa would be seen as setting the tone and dominating regional trade architecture.

TFM Priority 3: Seaports and Linking Infrastructure Enhancements

Namibia's seaports in Walvis Bay and, to a lesser extent, Lüderitz are vital links in the country's trade strategy. Namibia's strategic positioning on the southwest side of the continent give it an advantage over its landlocked neighbors Zambia, Zimbabwe, and Botswana. The ports also form an alternative to the congested ports of Cape Town and Luanda, positioning Namibia as an alternative to South Africa's Gauteng Province and the Northern Cape and Southern Angola. Additionally, Namibia's ports are relatively modern and, for now, not congested. Walvis Bay serves as an entry point for the region and a transshipment port for West-Africa.

The Walvis Bay port is the most important element of Namibia's plan to establish itself as a regional logistics and transport hub. From this "SADC gateway," regional corridors fan out to Southern Africa's industrial (Gauteng) and extractive (Copperbelt) industry centers. Traffic on the corridors is growing but remains modest, even when compared to other regional gateways (Cape Town, Durban, Mombasa). While considerable investments have been made to extend the port, deepen the harbor, and upgrade the international airport at Walvis Bay, more can still be done. In particular, the road network is good but would need to be upgraded to fulfill the ambitions of a regional gateway, while the rail network is virtually non-operational.

Assessment Question I

What is the potential range of benefits associated with the implementation of TFM Priority #3, upgrades to seaports and linking infrastructure?

Not all private sector KII respondents do business with the port; thus, some were unable to comment or unlikely to rank this TFM high. Others, especially in the public sector, said the port is relatively efficient and saw no issues with it. Still, half of the private sector KII respondents thought improving the port's efficiency and linking infrastructure would have specific benefits for trade. Also, no distinction was made between rail and road infrastructure upgrades, and seaport and linking infrastructure as for cross-border trade the former is covered by the latter in the case of Namibia.

During the KIIs, transporters said the port needs more bulk handling facilities to enable it to grow into a regional hub; it is regionally competitive on containers but not bulk. The existing rail network would need to be upgraded and extended for this. Currently, most bulk is transported via road (necessitating increased maintenance of the road network) instead of rail.⁸⁶ Respondents did wonder if the volumes would warrant the overhaul of the rail network.⁸⁷ Academics, however, said simultaneous development of rail would allow the country to develop both bulk cargo capacity and the ability to effectively ship high-value consignments.⁸⁸ Airline representatives said the cargo scanners at the new airport and the staff operating them were below par. The main problem seems to be insufficient training of staff and rotating police officers, who are tasked with customs duty at airports. The operator advocates a specialized police unit for airports.⁸⁹ Most respondents approved of Walvis Bay, but were far more skeptical about the linking infrastructure, especially the railway. This means the KII respondents found the port's main bottleneck to

86 This was noted by a private sector stakeholder during the KIIs.

87 This was noted by a private sector stakeholder during the KIIs.

88 This was noted by an academic expert during the KIIs.

89 This was noted by a private sector stakeholder during the KIIs.

be getting goods in and out.⁹⁰ Some indicated that the port was not leveraging its advantages because it charges import parity prices.⁹¹

Online survey respondents noted that the rail network in Namibia was “aging and unreliable,” and “not expanding with the rest of the economy.” Another online survey respondent involved in importing through Walvis Bay commented that the port was congested and the customs officials lacked skills, hampering the import of raw materials. Some interviewees reflected the latter observation, although Customs and Excise Directorate indicated that they have recently invested in capacity building for port officials.⁹²

Assessment Question 2

What is the potential range of costs associated with the implementation of TFM Priority #3, upgrades to seaports and linking infrastructure?

As with most of the priority TFMs, the private sector has only a rough idea of the costs to enhance the seaport and linking infrastructure; the public sector does not see this as a priority in the TFM debate, given the already significant investments in upgrading infrastructure.

Respondents agreed that the infrastructure investments would total billions U.S. dollars. Apart from new customs equipment, such as further automation of the port and scanners, respondents indicated hiring and training staff as a cost factor. No doubt, the main expense would be hard infrastructure. GRN has made a start with this by expanding the new container terminal and building a fuel jetty at a reported cost of N\$4 billion each. The capital dredging of the port is ongoing, allowing for large vessels to dock in Walvis Bay. A next phase would see the establishment of the SADC Gateway Port, 5 kilometers north of the current port, and a heavy industrial park behind Dune 7. These projects would cost several billion dollars each. The main bottleneck, railway infrastructure, would cost many billions in upgrades, new track, and rolling stock. The proposed 1,200 kilometer Trans-Kalahari Railway line alone would cost USD \$12 billion.

It is unclear how Namibia would leverage this kind of investment, especially as the trade volumes have not yet materialized, and thus it's unclear if the projects would be feasible. The railway line was supposed to be privately funded, but information about this project has been scarce.

South Africa wishes to activate the infrastructure development fund in SACU at the expense of current budget support flowing from the pool to the smaller SACU members: Botswana, Lesotho, Namibia, and Swaziland. While Namibia might buy into this vision, it would require sufficient guarantees that the investments would offset the need for SACU revenue in the medium term. It is unlikely that the smaller SACU members would be viable without the SACU revenue.

One respondent suggested that SACU states should have a regional approach to infrastructure development and apply as a bloc for infrastructure loans at multilateral lenders such as the World Bank or the IMF.⁹³

Table 5 in Annex VI contains a brief summary of findings on perceived costs to implement NSW.

90 This was noted by a private sector stakeholders and an academic expert during the KIIIs.

91 This was noted by a private sector stakeholder during the KIIIs.

92 This was noted by a government stakeholder during the KIIIs.

93 This was noted by a private sector stakeholder during the KIIIs.

Assessment Question 3

What is the feasibility and timeframe of the implementation of TFM Priority #3, upgrades to seaports and linking infrastructure?

Respondents were not clear on the timeline to enhance the seaport and linking infrastructure; it is likely to be an ongoing, demand-driven project. They indicated a desire for more coordination with the private sector on corridor development. Even the Walvis Bay Corridor Group, a public–private platform to develop the transport hub that has had some success in boosting trade along the corridor, has been accused of operating outside the private sector. For instance, the Group’s renewed focus on South America is deemed unrealistic, as Namibia hardly trades with this area of the world.

Almost all respondents said rail is a major bottleneck and any enhancement of the port or the corridors should start with an overhaul of Transnamib, the state-owned enterprise that is responsible for rail infrastructure and operation that has been plagued by mismanagement and scandals for at least a decade.⁹⁴ Bringing rail back into the transport plan would also entail planning for it in urban industrial centers like Windhoek, which currently are not geared toward the bulk use of rail. This would also entail bulk storage development in the port and at strategic points along the logistic routes.⁹⁵

Academic sources report that a holistic vision and adequate studies, including time-release studies, are still lacking to inform planning and execution for the transport hub concept. Walvis Bay is deemed efficient by African standards but still sluggish and expensive when measured against global standards.⁹⁶ The private sector furthermore is concerned that Namport is starting to display monopolist tendencies, including excessive pricing.⁹⁷

Import parity prices make no difference for Namibian companies, but they make Namport uncompetitive in the region; other countries prefer to import through cheaper ports. The port follows a private sector strategy, not a national strategy aimed at making Namibia a regional transport hub. Apart from the fee structure, the port is not transparent around tenders. One interviewee noted that the contractors, not the port utility, make the port work.

CONCLUSIONS FOR RANKING THE SELECTED TFM S

Assessment Question 4

How do respondents rank their priorities among the TFM s they consider the most important to implement?

The assessment team determined a final ranking of priority TFM s for implementation in Namibia based on the interpretation of all findings across the Namibian Category C TFM s and trade facilitation issues. These findings were drawn from the various data sources including the desk review, KII, and online survey responses, informal unstructured discussions with other country and regional trade facilitation experts, as well as the assessment team’s subject matter expertise on these issues in Namibia.

The following is the final ranking of priority TFM s for action in Namibia:

- 1) NSW
- 2) Harmonized customs procedures and IT connectivity

⁹⁴ This was noted by a private sector stakeholder during the KIIs.

⁹⁵ This was noted by private sector stakeholders during the KIIs.

⁹⁶ This was noted by an academic expert during the KIIs.

⁹⁷ This was noted by a private sector stakeholder during the KIIs.

3) Enhancing seaport and linking infrastructure

Following these top three priorities the assessment team found that simplified and harmonized documentation for trade and CBM are the next two priorities of the KII respondents.

National Single Window: The assessment team concludes that implementing the NSW would offer the largest range of benefits for Namibian traders. Evidence from the KIIs and, to a lesser extent, the online survey supports this (see detailed discussion of online survey findings in Annex VI). However, a couple of caveats apply. In principle, traders attach the highest importance to better customs procedures, IT connectivity, simplified documents, one-stop border posts, and coordinated border management. The interviews revealed the process of dealing with customs to be the biggest obstacle to trade. Research by the Namibia Trade Forum found that traders identified 70 percent of trade obstacles as Namibian regulations and processes, not foreign ones.

If a NSW can be a comprehensive system that simplifies customs procedures, reduces the paper load, and is electronically integrated in cross-border management, it could ameliorate trade significantly. However, the private sector is skeptical of the GRN's ability to design and implement such a comprehensive system within 18 months, secure inter-agency cooperation, train and hire staff, and install a functional IT infrastructure. The sector sees no evidence that the GRN is acting with requisite urgency to tackle the policy steps, changes in legislation and institutional frameworks, automation, and harmonization and standardization of documents and procedures that would need to precede the NSW design and implementation. Forced implementation of a poorly designed NSW might lead to a confusing substructure that adds to the bureaucracy.

Fieldwork discussions in October with consultants connected to the Trade Hub revealed three crucial developments to cause more optimism regarding the pace of NSW progress:

- 1) The president promulgated the HPP and set a non-negotiable deadline of March 2018 for NSW. The interview records partly reflect this fact.
- 2) A feasibility study for NSW is being finalized.
- 3) A delegation of public sector and private sector has visited NSW operations in Ghana and Kenya.

The renewed pursuit of NSW has had a profound effect. A project manager position advertised in July had an end-of-October deadline to be filled. More importantly, the team of consultants appointed to implement NSW had many business process re-engineering sessions with public and private sector stakeholders in September. During this process, they identified procedures and legislation to include in NSW and harmonization that would yield the largest benefits for traders. The GRN is expected to award a NSW implementation contract, a public-private partnership in March 2017. A basic version of the NSW, to which further functionalities can be added, is due to go online in March 2018.

Harmonized Customs Procedures and IT Connectivity: The private sector prioritizes harmonized customs procedures, simplified customs documents, and automated customs systems and border posts. Implementing easier ways to process documentation is key. The new Electronic Transaction and Cyber Bill, which will be promulgated in 2017, will make a significant difference in the processing of forms. Private sector interviewees, four of whom were skeptical about the GRN's capacity to implement the NSW, regarded harmonizing procedures as a crucial intermediate step.

Enhancing Seaport and Linking Infrastructure: Namibia's vision to become a transport and logistics hub stands or falls with the development of trade corridors and port infrastructure. While Namibia's road network is modern, it is not geared toward massively increasing volumes of trade. Respondents for this research ranked the port as efficient, but noted major bottlenecks in unlocking the port's potential for

bulk cargo. Most notably, rail and rolling stock are in dire need of upgrades and parastatal responsible for rail needs a management overhaul.

Simplified and Harmonized Documentation for Trade: Simpler and more streamlined trade documentation was mentioned often in the research. Compared to South Africa, where a simple reference number suffices, drivers in Namibia still need stacks of paperwork for every consignment. Companies spend a lot of time getting permits, paying for documents, and compiling paperwork. They are unsure about licensing and what goods they can bring in. Research respondents noted cumbersome documentation and ad hoc changes as an impediment to efficient trade.

Coordinated Border Management: CBM is important to harmonize opening times of border posts. Also, customs clearance systems and documentary requirements differ among countries. Some larger companies can access systems in two countries and fill out its documentation on an automated interface, but not all are able to do this. The facilities at border posts, coordination between posts, and the general ease of doing business at them are important factors that are being underestimated. Putting real improvements in place at border posts is a first step to boost cross-border trade.

RECOMMENDATIONS

Recommendations Regarding the Private Sector

- USAID should consider supporting initiatives to strengthen private sector platforms in Namibia so that Namibian business has a strong voice in responding to or formulating policy proposals (and research capacity to back these up). The Namibian private sector is too fragmented and too beholden to government to engage with it effectively. Also, although consultation on the NSW seems to have improved recently, too few formal and regular platforms exist for public–private sector dialogue.
- USAID should promote dialogue between GRN and “Business Namibia”; currently the government operates in isolation from the market. Because of historical dynamics and fundamentally different approaches to economic planning, distrust remains between the ruling party and many in the private sector.

Recommendations for USAID and other donors implementing regional activities

- USAID should help foster a climate in which Southern African countries can be convinced of the mutual advantages of information-sharing and system integration and that bolsters existing initiatives such as SACU Connect. The discussion around the NSW and the AEO seems to lack a cross-border dimension, which makes it a moot exercise to the private sector.
- USAID and multilateral funders should encourage a regional approach to the WTO TFA and infrastructure development to increase regional economic integration and competitiveness.

Recommendations for future research

- USAID should sponsor more detailed research on high-potential growth sectors in Namibia. At least one private sector respondent has indicated willingness to partner with USAID to conduct feasibility studies for manufacturing.
- USAID should consider sponsoring a SADC-wide scoping study on awareness of and public outreach/communication activities for the Trade Hub. Too few private sector entities are aware of the modalities and benefits of intra-regional trade or export to high-yield markets under the African Growth and Opportunity Act.

- USAID should support transit corridor studies to assess the business case for Namibia to develop a trade and logistics hub and invest heavily in linking infrastructure.
- USAID should broaden the geographical coverage of this study to include other key countries in Southern Africa.

Recommendations to USAID and other international partners

- International development partners, including USAID, should consider contributing financially to the implementation of NSW in Namibia, which will be designed based on the ongoing gap analysis. This research shows that an effective NSW would significantly reduce Namibia's trade barriers.
- International development partners, including USAID, should invest in training and upgrading customs staff on risk management and using the NSW, as well as modernizing customs IT systems.

Recommendations to the GRN

- The GRN should prioritize public policy interventions for trade rather than try to achieve everything at once. Finalizing the NSW gap analysis and streamlining customs documentation should take priority.
- The GRN should consult more broadly and ensure that it undertakes cost-benefit studies for potential legislation or policy initiatives that impact trade, such as foreign direct investment legislation or the NEEEF.
- The GRN should pay more attention to long-term planning for basic infrastructure development such as water reticulation and power supply.
- The GRN should leverage its significant diplomatic standing in SACU and SADC to work toward integrated customs systems in the region, overcoming historical sensitivities.
- The GRN should broaden the private sector representation in the National Trade Facilitation Committee.
- The GRN should ratify the WTO TFA as soon as possible.

ANNEX I:ASSESSMENT STATEMENT OF WORK

Performance Evaluation of Southern African Trade Hubs and Assessment Survey of Trade Facilitation Measures

This statement of work describes two research activities required by USAID/Southern Africa: (1) the design and implementation of a final performance evaluation of the USAID Southern Africa Trade and Competitiveness Program (the “Southern Africa Trade Hub,” or SATH project, hereafter), and (2) the design and implementation of an assessment survey on the costs and benefits of implementing selected trade facilitation measures in the Southern Africa region. The primary purpose of the performance evaluation is to gather and synthesize information regarding the SATH project’s performance to date and assess achievements versus expected results. The objective of the assessment survey is to provide useful guidance to USAID/Southern Africa in its oversight of future trade facilitation-related activities.

Activity Description and Background

SATH Project

USAID’s SATH project was awarded to AECOM International Development under Contract No. 674-C-00-10-00075-00, with a period of performance from September 2010 to September 2015. The project was initially designed to take an integrated approach to two high-level United States Government priorities: the Global Hunger and Food Security Initiative, which became the Feed the Future (FTF) program, and the African Growth and Competitiveness Initiative (AGCI). The AGCI expired in September 2010 and was replaced by the African Competitiveness and Trade Expansion Initiative (ACTE)⁹⁸, which is building trade capacity across sub-Saharan Africa. SATH was also designed to act as one of three USG Trade Hubs in sub-Saharan Africa to increase exports to the U.S. under the African Growth and Opportunity Act (AGOA) and to provide “Aid-for-Trade” assistance as mandated by USG commitments under the Doha round of negotiations at the WTO.

FIGURE I SATH PROJECT COUNTRIES



Image Credit: USAID

The SATH project was awarded with a total ceiling of \$82,610,195. However, the actual obligations during the evaluation period (October 2011 – September 2015) were \$52,656,705, of which \$1,800,000 is bi-lateral South Africa FTF funds for grants under contract. The project base contract end date was September 2014, and an option year was executed that extended the project through September 2015. Due to a range of factors including the conclusion of key activities with some SADC member states, the project was extended until March 20, 2016.

The SATH project was initially designed to achieve results across two objectives: (1) Advancement of the Regional Integration Agenda, and (2) Increased Trade Capacity of Regional Value Chains, which each contained four intermediate results (IRs). In November 2012, the SATH project scope of work was

⁹⁸ ACTE was launched at the AGOA Forum in Lusaka, Zambia in June 2011.

reorganized to focus on a single result or technical focus: Advancement of the Regional Trade, Investment, & Integration Agenda, with five IRs that are presented in the following section. The 2012 project reorganization also reduced the funding allocated (\$10 million rather than \$16 million per year) and the number of countries in which the project would work. The area of operations for the project changed from the 15 countries in the SADC region to Southern Africa as defined by USAID's Africa Bureau, which in practical terms includes the five Southern Africa Customs Union countries (Botswana, Namibia, South Africa, Lesotho, and Swaziland) and three FTF focus countries (Mozambique, Malawi, and Zambia). The project beneficiaries were broadened to include not only SADC but also member state governments and the private sector. Also at this time, the contractor changed its Chief of Party and other key personnel.

A mid-term evaluation of the project was completed in 2014, although significant changes in the approach, management, and activity of the project have occurred since then.

Costs and Benefits of Trade Facilitation Measures

Given the prominence of trade facilitation on the world development stage as an arena where existing evidence suggests the next wave of gains from trade can be realized, there has been a concerted emphasis among development partners to assist developing and least developed countries in implementing the requirements of the WTO TFA signed in Bali in 2013. This is based on the premise that the adoption of trade facilitation measures will, in the long run, benefit all economic actors. However, these measures also often have varying degrees of set-up costs. There is an acknowledged dearth of reliable quantitative information on the cost of implementation of specific trade facilitation measures, including for the Southern Africa region (Duval 2006).

In the absence of quantitative information on the costs and benefits of trade facilitation measures, Duval (2006) argued that expert surveys, although they have recognized limitations, could be used to examine the relative cost of implementation of a range of such measures. This type of study can help develop a common understanding on the trade facilitation measures that have the least set-up costs while unlocking maximum benefit.

The SATH project developed a Comprehensive Trade Facilitation Programme (CTFP)⁹⁹ draft, which was submitted to the SADC Trade, Industry, Finance and Investment Directorate. The CTFP was developed in consultation with key stakeholders from SADC member states in response to a request of the SADC Secretariat. The CTFP outlines a harmonized approach to trade facilitation for SADC Member States to use as a blueprint to help meet the recommendations of the TFA. The CTFP uses a five-year timeline and covers 28 trade facilitation measures such as NSWs, Trade Information Portals, appeals procedures, and an interregional transit management system.

Development Hypothesis

As noted in the previous section, the SATH project launched in 2010 with two overarching objectives and eight IRs, but in November 2012 it was reorganized to have one objective ("Technical Focus") with the following five IRs:

Technical Focus: Advancement of the Regional Trade, Investment, & Integration Agenda:

- IR 1.1: Improved Trade Facilitation
- IR 1.2: Greater Competitiveness in Agricultural Value Chains

⁹⁹ The CTFP draft will be made available to the evaluation team by USAID. Unless stated otherwise, all references made to the CTFP refer to the draft version.

- IR 1.3: Increased Trade & Investment in the Textiles and Apparel Sector
- IR 1.4: Strengthened Regulatory Capacity for the Clean Energy Sector
- IR 1.5: A Better Enabling Environment

It has yet to be confirmed whether a formal Theory of Change (TOC) diagram or narrative was prepared as part of the 2012 project reorganization. The evaluation team will inquire if a TOC (possibly called a Results Framework) was developed for the project and, if not, the evaluation team may work collaboratively with USAID to prepare a TOC should it be deemed useful to the evaluation objectives.

Existing Data Sources

The evaluation and assessment survey will build upon the following documentation that will be provided by USAID/Southern Africa, to be supplemented by additional documentation located by the evaluation team.

- The SATH project contract, including all modifications
- The SATH project M&E Plan and Indicator Table, including any Data Quality Assessments completed
- Summarized list of project targets by intervention area (extracted directly from the contract)
- All Contractor Performance Assessment Reports for the SATH project
- SATH project Annual Work Plans
- SATH project Value Chain Analysis Report
- USAID/Southern Africa Annual Reports (PPR)
- SATH Project Annual Reports
- Mid-Term Evaluation of the Southern Africa Trade Hub, 2014¹⁰⁰
- USAID/Southern Africa FTF Strategy
- Summary of the SADC Regional Indicative Strategic Development Plan
- SADC Trade, Industry, Finance and Investment Trade Thematic Group Strategy
- Draft Comprehensive Trade Facilitation Program
- Miscellaneous studies and reports prepared by the SATH project
- Cost and Benefits of Implementing Trade Facilitation Measures under Negotiations at the WTO: an Exploratory Survey (Duval 2006), including survey instrument

The evaluation team will seek out additional sources of information, including contemporaneous evaluations of trade facilitation programs, which may be useful for designing the instruments to be used in the evaluation and assessment survey.

Purpose, Audience, and Intended Use

Purpose

The primary purpose of the performance evaluation is to inform USAID's decision-making processes with respect to its strategic approaches for achieving the intended results of its work on trade facilitation in Southern Africa. To that end, it is expected that the evaluation team will gather and synthesize information regarding the SATH project's performance to date and assess achievements versus expected results. Given the changes in scope, staff, and management of the SATH project since the mid-term evaluation was conducted, a major component of the performance evaluation will be to assess changes in performance since the mid-term evaluation. This will include documenting whether, or

¹⁰⁰ http://pdf.usaid.gov/pdf_docs/PA00K8GT.pdf.

to what extent, the SATH project achieved its objectives, and describing any changes in project approaches and performance since the mid-term evaluation.

The recommendations and lessons identified by the evaluation should provide practical guidance and feasible measures to support the sustainability of outcomes achieved to date, as well as best practices and areas of improvement that can be used in subsequent programs of this type.

The purpose of the assessment survey is to provide estimates on implementation costs and benefits associated with selected trade facilitation measures, which may provide some useful guidance to USAID/Southern Africa and other missions and Agency offices involved in designing and overseeing future trade facilitation-related activities.

Intended Use

The performance evaluation findings, conclusions, recommendations, and lessons learned from the evaluation will be used to inform decisions about the implementation of future USAID trade hub programming.

The assessment survey will be used by USAID/Southern Africa and its implementing partners to guide the priorities and work plans for the future iteration of the Trade Hub and other activities to support trade facilitation in the region.

Audience

The primary audiences for this evaluation and assessment Survey are the Regional Economic Growth Office within USAID/Southern Africa, the Trade and Regulatory Reform Office within USAID's Bureau for Economic Growth, Education, and Environment (USAID/E3/TRR), and staff and stakeholders for the future iteration of the Trade Hub.

Evaluation Questions

The performance evaluation will seek to answer the following evaluation questions (EQs):

Relevance:

- EQ1: In what ways has the project been successful or not in achieving results toward its stated objectives?

Management:

- EQ2: How has the management structure as implemented supported or hindered project performance?
- EQ3: What are the management factors influencing the achievement and non-achievement of project objectives?

Promising Practices:

- EQ4: What are the key strategic, programmatic, technical, and managerial features of the project that should be taken into account when implementing a new Southern Africa Trade and Competitiveness Hub Project in the region?

Sustainability:

- EQ5: What mechanisms have been put in place to ensure sustainability of the project achievements?
- EQ6: Based on the findings and conclusions from the preceding questions, what factors have been identified that are likely to positively affect the sustainability of project achievements?

Gender Considerations

USAID guidance and policies, including its Gender Equality and Female Empowerment Policy and Automated Directives Systems (ADS) 203.3.1.5, require that project designs, performance monitoring, and evaluations adequately address gender concerns. The ways in which gender will be taken into account for the performance evaluation and assessment survey will be proposed in the evaluation team's Evaluation Design Proposal. The evaluation team is expected to be responsive to USAID's dual expectations for treating gender appropriately: (a) gathering sex disaggregated data, and (b) identifying gender differential participation in and benefits from aspects of the project, where differences on this basis are possible. It is envisioned that gender-sensitive approaches will be relevant to the evaluation questions investigating both the participation of women in the SATH project, including the management structure, and the differential impacts of the project based upon gender.

Research Design and Data Collection Methods

Timing Considerations

Due to timing considerations, specifically the close-out of the SATH project by March 2016, USAID expects that the final performance evaluation and assessment survey will be carried out in separate stages, with performance evaluation activities occurring first. Data collection under the performance evaluation will need to commence in time to reach project staff and other stakeholders involved in project implementation before demobilization occurs around February 2016. The evaluation team's data collection planning should also consider that a workshop is being organized by USAID/Southern Africa for mid-January 2016, which will allow for opportunities to collect data from key project personnel and participants.

Performance Evaluation Design

The proposed design for the performance evaluation should be informed by the mid-term evaluation of the project that was completed in 2014. In addition, the evaluation design and data collection approaches should consider the relatively brief duration since the previous evaluation as well as the short period of time available for data collection given the upcoming project closure.

In developing the evaluation design, the evaluation team should consult with USAID on a sampling strategy for prioritizing which activities and countries to visit for data collection. It is expected that the evaluation team will inventory activities across the five current project IRs that have been conducted since the mid-term evaluation, and focus the evaluation research on those activities that are of particular interest to the Mission.

Performance Evaluation Data Collection Methods

USAID expects that the performance evaluation will incorporate a mixed-methods approach that will collect and analyze both primary and secondary qualitative and quantitative data. Data collection methods may include, as appropriate:

- Review of project documentation and performance data
- Review of relevant trade and customs data¹⁰¹
- Semi-structured key informant interviews, which may include project participants/beneficiaries and stakeholders including representatives from the private and public sectors
- In-person observations at selected activity sites

It is not anticipated that the surveys or focus group discussions will be carried out for the final performance evaluation.

Prior to commencement of the field work, the evaluation team will submit for USAID's approval an Evaluation Design Proposal that will include a Getting to Answers matrix linking each evaluation question to the project activity and related performance indicators, expected data sources, and data collection and analysis methods. This matrix will show how performance indicators and secondary and primary data to be collected will be triangulated to verify the quality of the data and evidence. The Evaluation Design Proposal will also include instruments to be used with each identified method, along with an analysis plan that explains how data collected from the various sources will be integrated to answer the evaluation questions.

Assessment Survey Design

As a separate activity from the performance evaluation, the evaluation team will also design and implement an assessment survey that is expected to inform the following:

1. An analysis of the costs and benefits to the public and private sectors of different trade facilitation measures described in the CTFP draft
2. A ranking of the most cost-effective measures identified from the list generated above, according to their feasibility in the current political environment.
3. Recommendations to inform USAID's future trade facilitation-related activities.

The proposed approach for this survey should draw upon the work of Duval (2006) within the Southern Africa context as well as more recent research on the feasibility of implementing the trade facilitation measures in the TFA.¹⁰² The survey should encompass the following SADC members: Angola, Botswana, Lesotho, Madagascar, Malawi, Mozambique, Namibia, South Africa, Swaziland, Zambia, and Zimbabwe.¹⁰³ The approach will include surveys of targeted key informants, as well as a review of secondary data and other analyses related to the 2013 TFA that is publically available.

It is expected that the survey will focus on the following cost components:

- **Regulatory/Legislative Costs:** Extent to which new legislation will be needed, requiring expertise and time;
- **Institutional Costs:** Extent to which new institutions will be needed, additional units in existing institutions, or restructuring within existing institutions;
- **Human Resources Training Costs:** Extent to which government officials will need to be trained for efficient implementation of the trade facilitation measure;
- **Equipment/Infrastructure Costs:** Extent to which new/additional equipment will be needed for implementation of the measure, as well as to ensure its effectiveness (e.g., if docs are

¹⁰¹ Depending on the timing of secondary data, the evaluation team may find it useful to review publically available data sets such as the World Bank LPI or the "Doing Business" report series.

¹⁰² As they are not currently publically available documents, USAID will attempt to make available to the evaluation team the WTO Trade Facilitation Agreement Facility needs assessments completed through 2015 during the desk review process.

¹⁰³ At the time of this writing, there are certain restrictions on USAID's ability to work in Zimbabwe. As new restrictions are implemented or current restrictions removed, the evaluation team must adjust its focus accordingly.

published online but SMEs do not have internet access because of inadequate national communications infrastructure);

- **Political Costs:** Extent to which such measures will be resisted by staff within relevant institutions or by policy makers because of fears of losing political support they need; and
- **Recurring/Operating Costs:** Costs associated with maintaining the new/additional systems associated with the trade facilitation measure (e.g., replacement of computers and software for e-customs or e-trade document systems, salary/wages of dedicated additional staffs or experts).

Assessment Survey Data Collection Methods

The evaluation team will prepare an Assessment Survey Design Proposal (which will be separate from the Performance Evaluation Design Proposal) describing its proposed approach, sampling strategy, work plan, and draft instrument(s) to carry out this survey, which will be finalized in consultation with USAID. The data collection instrument(s) should be field tested, and any final changes incorporated in consultation with USAID.

Data Analysis Methods

The Evaluation Design Proposal should describe the proposed data analysis methods relevant for the types of data collected that will inform the answer to each evaluation question. The Design Proposal should also include a Getting to Answers matrix that will link proposed data analysis methods to each evaluation question.

Strengths and Limitations

Performance Evaluation

The primary limitation anticipated for the performance evaluation is that budget and time constraints are likely to require a sampling strategy that will not allow for examination of a representative range of SATH project activities to answer the evaluation questions. In its Evaluation Design Proposal, the evaluation team should describe any strengths or additional limitations identified for the performance evaluation design.

Trade Facilitation Measures Assessment Survey

In its Survey Assessment Design Proposal, the evaluation team should describe any identified strengths or limitations for the proposed survey assessment design.

Deliverables and Reporting Requirements

It is anticipated that the evaluation team will be responsible for the following deliverables. A final list of deliverables, including specific due dates, will be proposed in the Evaluation Design Proposal for USAID approval.

Deliverable	Estimated Due Date
Final Performance Evaluation	
1. Draft Evaluation Design Proposal, including sampling plan, data collection and analysis methods, draft data collection instruments, team composition, proposed timeline, and estimated budget	o/a January 15, 2016
2. Final Evaluation Design Proposal	o/a 1 week following receipt of USAID comments on the draft
3. Outbriefing to USAID Mission and interested parties at the end of field research	To be proposed in the Evaluation Design Proposal
4. Presentation of preliminary evaluation findings/conclusions/recommendations to USAID	To be proposed in the Evaluation Design Proposal
5. Draft Evaluation Report	To be proposed in the Evaluation Design Proposal
6. Final Evaluation Report	To be proposed in the Evaluation Design Proposal
7. Evaluation Report Summary	To be proposed in the Evaluation Design Proposal
Assessment Survey	
8. Assessment Survey Design Proposal, including sampling plan, data collection and analysis methods, draft data collection instruments, team composition, proposed timeline, and estimated budget	o/a January 15, 2016
9. Draft Assessment Survey Report	To be proposed in the Assessment Survey Design Proposal
10. Presentation of preliminary survey findings to USAID and selected invitees	To be proposed in the Assessment Survey Design Proposal
11. Final Assessment Survey Report	To be proposed in the Assessment Survey Design Proposal

All documents will be provided electronically to USAID no later than the dates indicated in the Evaluation Design Proposal. All debriefs will include a formal presentation with slides delivered both electronically and in hard copy for all attendees.

Team Composition

It is expected that evaluation team members will have relevant prior experience in Africa, familiarity with USAID's objectives, approaches, and operations, and prior evaluation/assessment experience. In addition, individual team members should have the technical qualifications identified for their respective positions. SADC nationals should be considered for each of these roles.

The evaluation team should consist of a range of experts and supporting staff, based on the specific tasks and sub-tasks required to carry out the activities described in this SOW. In its Evaluation Design Proposal and Survey Assessment Design Proposal, the evaluation team should propose specific positions and individuals to carry out the required activities for each of those respective activities, including CVs of core team members.

At this stage, it is expected that the performance evaluation team may include the following positions:

- **Team Leader (Evaluation Specialist):** The Team Leader will have a minimum of a Master's Degree in a relevant discipline (International Trade Law, Economics, etc.) and at least five years' of experience in donor-funded performance evaluations in Africa. The Team Leader will have excellent analytical and report writing skills as well as demonstrated skills in applied economic

analysis, project management, and survey administration. S/he will also possess sound knowledge of regional integration; particularly in SADC and the SACU.

- **Trade and Integration Expert:** The Trade and Integration Expert will have a minimum of a Master's Degree in a relevant discipline (International Trade Law, Economics, etc.) and eight years of experience in international trade. S/he should have experience with USAID evaluation projects in Africa and have demonstrated abilities in applied economic analysis. The expert will have sound knowledge of regional integration particularly in Southern Africa along with familiarity with SADC and the SACU.
- **Customs and Trade Facilitation Advisor:** The Customs and Trade Facilitation Advisor will have a minimum of a Master's degree in a relevant field (Economics, Business Management, etc.) and at least eight years' experience in trade facilitation and transport at the national, regional, and/or international level (preferably in Southern Africa). S/he will possess excellent analytical and report writing skills as well as demonstrated experience in customs operations, trade policy and trade facilitation at national, regional, and international levels. The Advisor will also have experience with transport planning, policy and customs reform and a demonstrated ability to evaluate development reforms in a developing country context. S/he will possess a sound knowledge of and experience with modern trade facilitation tools as outlined in the TFA, WTO and WCO Conventions on customs and trade facilitation (including efforts to harmonize customs and transit procedures in Southern Africa), and USAID programs including the Agency's Evaluation Policy.
- **Agricultural Economist:** The Agriculture Economist will have a minimum of a Master's Degree in Agricultural Economics and at least eight years' experience in international trade with an emphasis on agricultural products. S/he will have excellent analytical and report writing skills as well as demonstrated skills in applied economic analysis and survey administration. S/he will also have a sound knowledge of agricultural policies in Southern African and familiarity with SADC and the SACU.
- **Researchers/Logisticians (x2):** Researchers supporting the evaluation team will have a minimum of a Bachelor's Degree and at least two years' experience in international trade with an emphasis on agricultural projects. They will have excellent analytical and report writing skills and proven experience with carrying out semi-structured interviews. They will possess sound knowledge of agricultural policies in Southern Africa and familiarity with SADC and the SACU. They will also provide logistical support to the evaluation team including the scheduling of interviews and travel preparations.
- **Activity Coordinator:** The Activity Coordinator should hold a minimum of a Bachelor's Degree with at least two years of relevant research and evaluation experience. The Activity Coordinator is expected to help coordinate, support, and oversee the evaluation team's efforts across the required tasks to ensure their successful completion.

Home Office support may also be provided by the contractor carrying out this evaluation, including technical guidance, research assistance, administrative oversight, data analysis, and logistical support.

USAID Participation

An interactive and collaborative process is envisioned between the evaluation team, USAID/Southern Africa, and USAID/E3/TRR to carry out this activity. USAID and the evaluation team will be engaged during the design process to consider options for answering the evaluation questions and designing the assessment survey, to ensure agreement on the focus and approaches for the design and delivery of the performance evaluation and assessment survey. The desirability of USAID participation in evaluation activities such as data collection will be considered prior to the initiation of field research.

Scheduling and Logistics

Tasks included in this SOW are expected to be completed from o/a November 2015 to August 2016. A preliminary timeline is included on the following page for the performance evaluation tasks. The specific dates for completion of tasks for the assessment survey are pending further discussion between USAID and the evaluation team but it is anticipated that they will be completed by August 2016. In the Evaluation Design Proposal and Survey Assessment Design Proposal, the evaluation team will include more detailed schedules with specific dates of completion for the respective tasks and deliverables under this SOW.

It is anticipated that the evaluation team will be responsible for procuring all logistical needs related to this SOW, such as work space, transportation, printing, translation, and any other forms of communication. USAID will offer some assistance as appropriate in providing introductions to partners and key stakeholders as needed, and will ensure the provision of data and supporting documents as required.

Tasks and Deliverables	Dec 2015	Jan 2016	Feb 2016	Mar 2016	Apr 2016	May 2016
Secondary document review	█					
Schedule interviews/site visits	█	█				
Draft Evaluation Design Proposal	█	█				
USAID provides comments on Draft Evaluation Design Proposal		█				
Final Evaluation Design Proposal		█				
In-Country Research		█	█			
Outbrief to Mission			█			
Data Analysis and Report Drafting			█	█	█	
Present Preliminary Findings/Conclusions/Rec's to USAID				█		
Submit Draft Evaluation Report					█	
USAID provides comments on Draft Evaluation Report					█	
Submit Final Evaluation Report						█

Reporting Requirements

The format of the evaluation report should follow USAID guidelines set forth in the USAID Evaluation Report Template (<http://usaidlearninglab.org/library/evaluation-report-template>) and the How-To Note on Preparing Evaluation Reports (<http://usaidlearninglab.org/library/how-note-preparing-evaluation-reports>). The format will include an executive summary, table of contents, list of acronyms, evaluation design and methodology, findings, conclusions, and recommendations and lessons learned. The report will be submitted in English and should not be more than 40 pages, excluding annexes.

A copy of the final evaluation report will be delivered to the USAID Development Experience Clearinghouse (DEC) within 30 days of USAID's acceptance of the final evaluation report and approval to post it on the DEC.

A brief summary of the evaluation report, not to exceed 15 pages and excluding any potentially procurement-sensitive information, should also be submitted electronically in English for dissemination among implementing partners and stakeholders.

All members of the evaluation team should be provided with USAID's mandatory statement of the evaluation standards they are expected to meet, shown in the text box below, along with USAID's conflict of interest statement that they sign where necessary before field work starts.

USAID EVALUATION POLICY, APPENDIX I

CRITERIA TO ENSURE THE QUALITY OF THE EVALUATION REPORT

- The evaluation report should represent a thoughtful, well-researched and well organized effort to objectively evaluate what worked in the project, what did not and why.
- Evaluation reports shall address all evaluation questions included in the scope of work.
- The evaluation report should include the scope of work as an annex. All modifications to the scope of work, whether in technical requirements, evaluation questions, evaluation team composition, methodology or timeline need to be agreed upon in writing by the technical officer.
- Evaluation methodology shall be explained in detail and all tools used in conducting the evaluation such as questionnaires, checklists, and discussion guides will be included in an Annex in the final report.
- Evaluation findings will assess outcomes and impact on males and females.
- Limitations to the evaluation shall be disclosed in the report, with particular attention to the limitations associated with the evaluation methodology (selection bias, recall bias, unobservable differences between comparator groups, etc.).
- Evaluation findings should be presented as analyzed facts, evidence and data and not based on anecdotes, hearsay or the compilation of people's opinions. Findings should be specific, concise and supported by strong quantitative or qualitative evidence.
- Sources of information need to be properly identified and listed in an annex.
- Recommendations need to be supported by a specific set of findings.
- Recommendations should be action-oriented, practical, and specific, with defined responsibility for the action.

Data Management

The storage and transfer of data collected for this evaluation will adhere to the requirements laid out in USAID's Automated Directives Systems (ADS) 579.¹⁰⁴ The evaluation team should also follow applicable Institutional Review Board (IRB) guidance on data security and confidentiality. Final datasets are expected to be submitted to USAID in a format consistent with ADS 579.

Estimated Budget

The evaluation team will propose for USAID's approval estimated budgets as part of its Evaluation Design Proposal and Assessment Survey Design Proposal, considering costs required to complete all tasks under these respective activities, including those costs already incurred to date during the design stages.

¹⁰⁴ See <http://www.usaid.gov/sites/default/files/documents/1868/579.pdf>.

ANNEX II: DETAILED ASSESSMENT METHODOLOGY

Qualitative Approach

While there is recent research on the positive effects of trade facilitation generally, there is a dearth of reliable quantitative information on the cost of implementation of specific TFMs (Duval, 2006).¹⁰⁵ This is especially the case for southern Africa. In the absence of quantitative information on the costs and benefits of trade facilitation, Duval (2006) argued that expert surveys, even with their limitations, could be used to examine the relative cost of implementation of a range of TFMs.

In close consultation with USAID, the assessment team designed and implemented this iterative qualitative approach to align with the management purpose and intended uses of this assessment. First, the assessment sought to inform the optimum balance between costs and benefits of prioritizing certain TFMs for implementations in the countries of study (but they did not determine whether an a priori conception or theory of what that optimum balance would be). Qualitative research methods were more suited to exploring phenomena over seeking to confirm predetermined hypotheses about phenomena.

Second, similar to Duval's 2006 study, the resources were too limited to develop and apply quantitative models and implement measures for the costs and benefits of selected TFMs in all five countries. In lieu of expensive and time consuming quantitative methods, the team collected data from relevant experts, including the private-sector actors involved in different aspects of trade, the public actors providing public services that support trade, as well as academics and policy experts.

Country-Specific Approach

The USAID-funded Southern Africa Trade Hub project produced the SADC TFP Final Report, which outlined a harmonized approach to trade facilitation including 28 TFMs such as NSWs, trade information portals, appeals procedures and an inter-regional transit management system, as well as cross-cutting issues such as donor coordination and aligning national and regional objectives.

However, an examination of all 28 TFMs in each country is beyond the scope of this assessment and would fail to take account of the varying levels of progress across countries.

At the outset of the research, the assessment team identified for each country those approximately eight to 10 TFMs for which international partnerships could be most beneficial. To develop this subset, the team looked at a range of secondary sources, including the following:

- As the intention of the study is to assess the costs and benefits of future TFM implementation, the criteria for prioritizing TFMs to be assessed in each country considered if the TFM was designated as “Category C” (TFMs that the country will require extra time and technical assistance to implement) through a WTO TFA Trade Facilitation Agreement Facility needs assessment process.
- For all five countries, and especially where a country of study has not yet completed and published a WTO TFAF needs assessment, the team assessed the status of TFM implementation in each country through a review of the OECD TFIs¹⁰⁶ and other secondary data and relevant literature.

¹⁰⁵ Yann, D., (2006).

¹⁰⁶ <http://www.oecd.org/trade/facilitation/indicators.htm>

The TFMs that emerged as relevant to the national context, and for which international partnerships could be most beneficial were used to triangulate with data collected from KIIs and brief country-specific online surveys. The KII instruments were designed to elicit respondent perspectives on the most compelling trade facilitation issues and measures, whether or not they were included in the SADC TFP or country “Category C” TFMs.

For the purpose of designing a streamlined online survey that respondents would most likely complete, the instrument used the subset of TFMs identified as most relevant to each country during desk review for respondents to rate and rank the ones that are their highest to lowest priorities. But they also had open-ended questions that allowed respondents to identify key obstacles and interventions outside of that list.

Data Collection Methods, Sources and Instruments

Desk Review

The trade facilitation specialists for each country of study reviewed national and regional-level policy papers, studies and assessments to develop a cross-country understanding of how SADC member states operationalize TFMs, including potential approaches to assess the costs and benefits of specific measures or categories of measures.

Following this, the assessment team undertook country-specific document collection and review to develop profiles capturing country-specific data on trade and the status of implementation of relevant TFMs, as well as relevant academic and policy studies. This review was used to inform the purposive selection of key informants and tailor the KII and online survey instruments to respondent categories and the country context.

Key Informant Interview Instruments

The assessment team designed and employed semi-structured KII instruments to elicit what the respondents think are key obstacles that impede trade; and then what they think are the priority TFMs or interventions that should be implemented to alleviate these obstacles. Then respondents were asked a battery of questions about the benefit, costs, sequencing and obstacles for implementation for each TFM they raised as a priority. This was a lengthy part of the discussion and most interviews had to be limited to discussing two to four TFMs in detail due to time constraints.

At the end of the interview, respondents were asked to rank the TFMs they raised as a priority and were also free to mention and rank other TFMs they did not have time to discuss in detail. All respondents were also asked for their perspectives on what TFMs were not a priority, general observations on national and regions trade facilitation issues, as well as suggestions for future trade facilitation interventions and research. The KIIs on average took about 1.5 hours to complete.

The assessment team designed and implemented a KII instrument for each respondent category with mostly similar and comparable questions, but worded them to capture the particular perspective of the group in question. For example, private-sector firms and associations were asked what would be the impact on their firms and associations if a particular TFM was implemented. Every group was asked what would be the impact on trade in the country in general.

The KII instruments had a mix of open and closed-ended questions to create a small set of finite responses of how different categories of respondents rank TFMs in terms of benefits (and costs where feasible), as well as rich narratives to mine for greater depth and understanding of the challenges experienced by traders and why respondents prioritized certain TFMs over others. For example, close-ended questions

were used to confirm whether or not respondents thought a TFM they raised is a priority to unlock benefits for traders in the country; which particular benefits are associated with a TFM they raised as a priority; and whether or not there are other TFMs or steps that need to be taken before the TFM in question can be implemented.

A small set of close-ended questions about the required costs and resources to implement specific TFMs were directed to public-sector respondents, based on the assumption that private-sector respondents would be less informed of the costs to the government to implement TFMs.

Open-ended questions were used to elicit what respondents thought were the main obstacles of trading across borders and why these have not yet been addressed; to describe the potential benefits of implementing the TFMs they raised as priorities; as well as why they thought a TFM has not been implemented and what are the steps or measures that needed to be undertaken before a particular TFM could be implemented.

Pilot Interviews and Design and Instrument Validation Workshops

The team leader and deputy team leader conducted pilot interviews over three days in Pretoria and Johannesburg to test the KII instruments and adjust them as needed for the country context and respondent categories. At the end of the week, these two team members joined USAID personnel from the Southern Africa Mission to present the assessment design, KII instruments and South Africa pilot interview data at a validation workshop with key stakeholders in Pretoria. The team leader was supported by the Botswana research assistant to collect more pilot interviews and refine the instrument. The team leader and Mission personnel co-facilitated a second validation workshop for key stakeholders in Gaborone.

Based on the pilot process, the team leader and deputy team leader consistently trained the research assistants on how to apply and refine the KII instrument in the other countries. The team leader trained and remotely supervised the Namibian trade facilitation specialist and the Botswana research assistant. The deputy team leader trained and remotely supervised the Zambian research assistant.

Online Surveys

The TFM assessment design proposal noted that if feasible, the assessment team would incorporate brief but country-specific online surveys to ascertain the trade facilitation priorities of the members of private-sector associations. The online surveys were designed to gather evidence from a wider group of firms involved in trade across borders about what are the trade facilitation interventions that were the highest priority in terms of potential to generate economic benefits for the private sector in each country of study.

The assessment team anticipated that with most online surveys the response rate would be low, but would use online responses to triangulate the desk review and KII findings on which TFMs and how should they be prioritized for implementation in each country of study. An example of a country-specific online survey instrument is in Annex IV.

Sampling Approach

Country Selection

USAID asked MSI to prioritize data collection in the countries of study with key partners for maximizing trade facilitation in the region, as well as countries with bilateral partner agencies that have asked USAID for advice on the implementation of WTO TFA “Category C” measures. Also, Malawi and Zambia were

prioritized for the study as Feed the Future partner countries. Mozambique, also a Feed the Future country that has a key trade corridor, was not selected because the travel and translation costs were beyond the available budget for the assessment.

Key Informant Interview Respondent Selection

Primary data collected from four broad respondent categories with a balance of at least 50 percent private sector:

- Private-sector business owners and managers.
- Private-sector trade association representatives.
- Public-sector government and regional body officials.
- Academics, policy experts, non-governmental organizations, think tanks, donors and other international organizations.

Online Survey Respondent Selection

The assessment team targeted associations that represent firms involved in trading across borders, including exporting/importing in the primary economic sectors of the country of study, as well as firms that provide freight forwarding, supply chain, logistics and transportation services. The trade facilitation specialists identified and contacted several trade, logistics or supply chain associations in each country, which likely have a majority of members that trade across borders. The TFM Assessment online survey request was sent to the following trade associations in Namibia.

Namibia Trade Associations That Sent the Online Survey Request to Members	Total Number of Members	Number of Firms/Members Contacted
Namibia Logistics Association	60	60
Chamber of Mines	183	183
Namibia Chamber of Commerce and Industry	160	160
Namibia Employers Federation	298	298
Namibia Economic Association	65	65
Namibia Manufacturers Association	164	164
Team Namibia	90	90

The majority of private-sector associations contacted agreed to send the request to take the online survey to their members. One South Africa association noted that their members were already asked to complete a number of online surveys, and offered to send the request to the members most likely to take the survey. Trade association members were sent a request to respond to the one of six versions of the “USAID Trade Facilitation Assessment Short Online Survey for Trade Association Members,” designed to be specific to each country.

TABLE I: TOTAL NUMBER OF RESPONDENTS BY COUNTRY, RESPONDENT CATEGORY AND DATA COLLECTION METHOD

Respondent Categories	Botswana		Malawi		Namibia		South Africa		Zambia	
	Individuals	KIIs	Individuals	KIIs	Individuals	KIIs	Individuals	KIIs	Individuals	KIIs
KIIs - Private Sector - trade, supply chain, or professional services firms that trade across borders	9	6	8	7	8	8	4	3	9	8
KIIs - Private Sector - trade or supply chain associations	6	6	5	5	3	3	8	8	2	2
KIIs Public sector – government officials	3	3	3	3	4	3	9	4	6	4
KIIs - Public sector - multilateral and regional organizations	0	0	0	0	3	1	0	0	2	1
KIIs - Academics, policy experts/ other donors	3	3	1	1	3	3	1	1	1	1
Total number of KIIs and individual respondents per country	21	18	17	16	21	18	22	16	20	16
Background interviews	Botswana		Malawi		Namibia		South Africa		Zambia	
Private and public sector stakeholders, policy experts	2		1		0		4		0	
Online survey respondents	Botswana		Malawi		Namibia		South Africa		Zambia	
Total	29		9		14		32		8	

Data Analysis Methods

The data analysis for the assessment is based on an iterative process of inductive assessments of the status, costs, benefits and obstacles or thorny issues for implementation, and their related impacts for TFMs that could emerge as a priority for implementation for each country of study. First, the trade facilitation specialists used the TFMs and cross-cutting issues for implementation listed in the SADC TFM as a structured way to organize and track data on each TFM as it emerged from the different data sources.

Second, the trade facilitation specialists conducted a comprehensive country contextual analysis and identified the likely TFMs that would be raised by KII respondents. Each trade facilitation specialist documented these initial findings on the likely candidates in a “TFM country tracker” which served as a living list, amended as new data emerged from the different sources in each country. The team leader and deputy team leader conducted a regional context analysis to start to identify the key issues that would likely emerge across the country KII data.

Third, each trade facilitation specialist conducted pilot KII interviews to test the instruments. The data collected from the pilot KIIs generated a better understanding of the types of costs and benefits associated with each TFM raised by respondents and the inter-related obstacle or thorny issues

surrounding each TFM. The assessment team used the pilot KII data to select a list of eight to 10 TFMs that would likely be raised by the remaining KII respondents to be included in the country-specific online surveys.

Criteria for Selection of Priority Trade Facilitation Measures per Country Report

To ensure a robust discussion of each TFM selected to be assessed in detail in each country report, TFMs selected to be assessed in detail was based on the frequency with which each TFM was raised by KII respondents, as well as the TFMs that had the most agreement across the respondent categories as a priority intervention. As these are the TFMs that were discussed in detail in the battery of TFM specific assessment questions by a concentration of respondents, the team was able to gather and synthesize the different perspectives of the costs and benefits of these TFMs.

Qualitative Data Analysis

The trade facilitation specialists were responsible for the content analysis of the qualitative KII data for their assigned country or countries, and the technical manager read every interview record closely, entered or supervised and checked the data entry for all KII data. Additionally, they performed a parallel content analysis process for each set of country KIIs and generated a separate list of themes and sub-themes to discuss and confirm findings with the respective country authors. The content analysis included NVivo coding of themes and subthemes under relevant elements about each TFM.

Assessment Team

The assessment team from the E3 Analytics and Evaluation Project included the following personnel:

- Catherine Grant Makokera, Team Leader and Trade Facilitation Specialist for South Africa and Botswana.
- Temwa Gondwe, Deputy Team Leader and Trade Facilitation Specialist for Malawi and Zambia.
- Servaas van den Bosch, Trade Facilitation Specialist for Namibia.
- Heinrich Krogman and Asmita Parshotam, Local Researchers for South Africa.
- Salvation Andriase, Logistician for South Africa.
- Zachariah Njoroge, Local Researcher/Logistician for Botswana.
- Khwima Singini, Local Researcher/Logistician for Malawi
- Taffy Chirunda, Local Researcher/Logistician for Namibia.
- Nelson Chisenga, Local Researcher/Logistician for Zambia.

Technical and project management support was also provided by the following MSI home office staff:

- Jessica Gajarsa, Assessment Coordinator, conducted data analysis and drafting.
- Haley Fults, Project Manager.
- Rajan Kapoor supported qualitative data analysis.
- Lala Kasimova and Setsuko Oya provided assistance with data entry.

Limitations

The assessment approach does not provide specific quantitative and monetized findings and conclusions about the costs and benefits of the TFMs examined, for which a retrospective econometric study would be better suited. Studies seeking to explore the economic benefits of TFMs and their associated implementation costs have two key limitations: the lack of official statistics on trade costs and facilitation programs and the variation among program points of origin and trade costs (Akinkugbe, 2009; Fujimitsu,

2013; Moise, 2013; Portugal-Perez & Wilson, 2009; WTO, 2015). Implementation costs were not easy to quantify because they were rarely carried out independently of other broad policy objectives aimed at maximizing revenue and increasing transparency (WTO, 2015). The overall lack of official statistics on trade cost in countries throughout the world was a serious limitation for empirical research (Akinkugbe, 2009; Fujimitsu, 2013; Portugal-Perez & Wilson, 2009). Previous studies required substantial time and monetary investment to acquire limited quantitative implementation cost data, across multiple countries (Akinkugbe, 2009; Portugal-Perez and Wilson, 2009). The 2014 United Nations Conference on Trade and Development revealed that a majority of countries in the least developed category (LDC) had implemented only a small number of TFMs. Limited implementation further complicates the ability of researchers to collect qualitative data on the costs of TFM implementation.

Due to time and resources constraints for this assessment, it was not feasible for the assessment approach to include large surveys and the application of inferential statistics. A representative sample of the potential key informants would be large, including informed representatives of all firms, private associations, government agencies, and multilateral bodies involved in cross border trade across the five countries of study. Additionally, there were several factors that may have limited the assessment's ability to fully capture the diverse range of perspectives of key stakeholders and to yield actionable information for decision-makers.

- The assessment was implemented in a fairly short timeframe, so it was possible that relevant respondents/stakeholders were not available for primary research or participation in the validation workshops.
- There was only sufficient time and resources to conduct KIIs with a small number of stakeholders across several stakeholder groups in each country. Therefore, the study was not able to capture as large a range of perspectives as would be the case in a larger study.
- The ability of the assessment to conduct small-scale surveys was dependent on the willingness and cooperation of stakeholders to identify respondents and contact information. This was especially the case with members of trade associations, for whom contact information for the membership was required.
- It was likely that many respondents, and specifically private-sector respondents, were unable to provide reliable information about the costs of implementing specific TFMs. As the study had a specific focus on understanding the views of the private sector, there may have been insufficient information about the costs to develop evidence-based findings.
- The qualitative nature of the assessment was unlikely to provide the team with the type of evidence required to provide quantitative or monetized assessments of costs and benefits.

ANNEX III: KEY INFORMANT INTERVIEW DATA COLLECTION INSTRUMENTS

This annex presents the KII instruments that were used for three broad respondent categories:

- Private sector.
- Public sector.
- International donors, policy experts and academics.

Key Informant Interview Topic Guide – Private Sector

This Topic Guide is intended for use in field research with representatives of private sector firms involved in trading across borders, as well as trade associations with members that are firms that are involved in trading across borders. It should be followed as closely as possible to guide key informant interviews with these respondents. There are a few questions where a specific set of responses are provided in order to assist in the collection of data that can be more easily quantified. Instructions to the interviewer are in red.

I. Introduction (~5 minutes)

- Thank the respondent for taking the time to participate in the interview
- Introduction to the researcher and the research
 - Introduce yourself: I am a Trade Facilitation Specialist residing in _____. I represent an assessment team fielded by Management Systems International, a Washington DC based firm that has been contracted by the U.S. Agency for International Development (USAID) to conduct an independent assessment of the costs and benefits of selected trade facilitation measures (TFMs) or interventions in 5 SADC states.
 - Research is intended to help USAID and regional and government stakeholders better address the obstacles to trade and specifically to help countries comply with the recent WTO Trade Facilitation Agreement (if the respondent is unfamiliar with the agreement, a short explanation will be provided)
 - Research will be used to identify what changes in policy and practice would make it easier for businesses to trade across borders.
- Description of the objectives of the discussion
 - Obtain information about the business of the firm as it relates to trade.
 - Understand better the challenges faced by the firm in moving products and services across borders.
 - Understand better what the firm view as the most important steps that could be taken make trading across borders easier.
- We will follow privacy protocols to protect your anonymity [interviewers will be trained to be compliant with USAID policy in regards to the "USG Common Rule" for the protection of human subjects]:
 - Explain confidentiality and anonymity and note whether the respondent would like to remain anonymous, and that the assessment team will ask permission if would like to use a quote from the respondent in the final report.
 - Explain how collected data will be stored without identifying information.
 - Ask if the respondent is willing to be recorded and note their response.
- Explain recording, length and nature of discussion
- Check whether respondents have any questions.

II. Background Information (~ 10 minutes)

- Role of Respondent
 - Position
 - Responsibilities

- Length of time with the organization
- b. **Activities of the Firm** (The answers to these questions should be researched by the interviewer in advance and be recorded with the interview notes. If further clarification is required, ask some version of this question.)
 - In what sectors does the firm operate?
 - How many employees does the firm currently have?
 - In what way is the firm involved in moving goods across borders – importing, exporting, transportation, facilitation of trade?
 - If exporting, what percentage of the output of the firm is exported?
 - If exporting, where are the key markets for the firm?
 - What is the approximate level of annual revenue for the firm?

III. Obstacles to Cross-Border Trade (~20 minutes)

- a. **Transition:** *I would like to spend a little time speaking with you about the experiences of your members in trading across borders...*
- b. Could you describe what is you think the biggest challenge faced by your firm in trying to move goods across borders?
 - Explore why it is a challenge/how it impacts the firm.
 - Would the removal or reduction of this challenge make you more likely to trade?
 - Has the situation changed in the last five years?
 - Do you have any opinions on why this is such a challenge/why policies haven't been changed to make it easier?

IV. Battery of Questions about Each TFM the respondent has identified is a priority (~25 minutes)

Transition: *Thank you very much for all of that information. I would like to switch topics a bit and speak to you about some of the trade facilitation measures that are planned to be implemented in the next few years. Now, not all of these may be relevant to your members, so just let me know if it isn't something that is important to your members and we can move on to the next measure.*

*** *Begin Battery for first TFM * * * * ***

Repeat this line of questioning for each TFM or trade facilitation issue selected for the country of study. Remember to ask about the TFMs of study in a random order, so the same order isn't followed in each interview.

Interviewer explains the next set of questions: Now I am going to ask you some questions about this TFM, [Read the TFM in question aloud as part of the questions below as you read it verbatim].

- Would implementing this measure be important to your firm? [If no, move on to the next measure.]
- If this measure were implemented, what would be the impact on your business? (The interviewer will ask the prompt questions below relevant to the TFM in question.)
 - Reduced time to trade?
 - Reduced cost to trade?
 - Reduced paperwork and administration?
 - More certainty on when goods will get to market?
 - More certainty on costs to trade?
 - More traders/ your firm will be more interested in beginning international trade?
- Do you have any sense of how much it would cost to implement this measure?
- b. **Interviewer explains the next set of questions:** Now I am going to ask you about the status of implementation and sequencing this TFM.
 - Do you have any opinions on why this trade measure hasn't been implemented yet?
 - Are you aware of any political or private sector resistance to this TFM? If yes, please describe
 - Are there other TFMs or trade facilitation interventions that have to be implemented before this one can be implemented?

- If yes, please list these TFMs that must be implemented in the order they should be sequenced before and/or after the implementation of this TFM.

Interviewer explains the next set of questions: Now I am going to ask you some questions about how would you describe the importance of this measure to your firm. I am going to read the TFM aloud we have been discussing and make a statement with it. And then I will ask you whether you agree or disagree with the statement: **[Read the TFM aloud at part of the statement and then read verbatim this question and the options below.]**

- “If implemented, [read TFM in question aloud] will generate large economic impacts for your business. Do you “strongly agree,” “agree,” “disagree,” “strongly disagree,” or “do not know” with this statement?” _____.
- **Interviewer to follow this Skip Logic:** If the respondent stated that they “strongly agree” in the previous question, then ask the question below verbatim; if the respondent didn’t answer “strongly agree to the previous question skip to the conclusion and end the interview. (~5 mins)
 - “In the previous question you stated that you “Strongly agree that [TFM X] will generate large economic impacts for your business. Can you tell me why this measure is so important for you?”

Repeat the above questions for the remaining priority TFMs.

- **Ranking:** *Thank you very much for all of that information. As a final point, I would like to ask you to rank in order of priority the specific trade facilitation measures that we have discussed. Could you please tell me which one you consider the most important to implement followed by the second, third etc. through to the least important?*

V. Conclusion:

- Thank the respondent for their time.
- Tell the respondent they are welcome to contact you to ask questions at a later date.

Ask permission of the respondent to use their name in the report if you might use a quote. Note their response: _____

Key Informant Interview Topic Guide – Public Sector

This Topic Guide is intended for use in field research with representatives from public sector bilateral agencies responsible for providing services or supporting policies related to trade facilitation/ customs or regional economic communities (RECs) that support trade facilitation policy implementation in member states. It should be followed as closely as possible to guide KIIs with these respondents. There are a few questions where a specific set of responses are provided in order to assist in the collection of data that can be more easily quantified. Instructions to the interviewer are in red.

I. Introduction (~5 minutes)

- a. Thank the respondent for taking the time to participate in the interview
- b. Introduction to the researcher and the research
 - i. Introduce yourself: I am a Trade Facilitation Specialist residing in _____. I represent an assessment team fielded by Management Systems International, a Washington DC based firm that has been contracted by the U.S. Agency for International Development (USAID) to conduct an independent assessment of the costs and benefits of selected trade facilitation measures (TFMs) or interventions in 5 SADC states.
 - ii. Research intended to help USAID and regional and government stakeholders better address the obstacles to trade and specifically to help countries comply with the recent WTO Trade Facilitation Agreement (if the respondent is unfamiliar with the agreement, a short explanation will be provided)
 - iii. Research will be used to identify what changes in policy and practice would make it easier for businesses to trade across borders.
- c. Description of the objectives of the discussion
 - i. Understand better the challenges faced by the government in supporting trade facilitation.
 - ii. Understand better what the Agency views as the most important steps that could be taken to make trading across borders easier and why.
 - iii. Understand the amount and nature of the costs required to implement these measures
- d. We will follow these privacy protocols to protect your anonymity if you prefer not to be quoted [interviewers will be trained to be compliant with USAID policy in regards to the "USG Common Rule" for the protection of human subjects]:
 - i. Explain confidentiality and anonymity and note whether the respondent would like to remain anonymous, and that the assessment team will ask permission if would like to use a quote from the respondent in the final report.
 - ii. Explain how collected data will be stored without identifying information.
 - iii. Ask if the respondent is willing to be recorded and note their response.
- e. Explain recording, length and nature of discussion.
- f. Check whether respondents have any questions.

II. Background Information (~ 5 minutes)

- a. Role of Respondent
 - Can you please tell us a little bit about yourself and your role here at _____?
 - Position
 - Responsibilities
 - Length of time with the ministry/agency
- b. Structure and Purpose of the Agency.
 - Can you tell us a little bit about the role or responsibilities of your organization in supporting the implementation of the TFA?

The next two topic sections (III and IV) can be delivered in any order. It is recommended that if the respondent is cooperative and engaged, section III should be addressed prior to IV. If however the respondent appears uncooperative or reticent, section IV should be addressed prior to III.

III. Obstacles to Cross-Border Trade (~ 15 minutes)

- **Transition:** *I would like to spend a little time speaking with you about your experience working with the private sector in moving goods across borders – both importers and exporters...*
 - a. Could you describe what you think the biggest challenges are faced by trade actors in your country in trying to move goods across borders?
 - Could you explore why these are the major challenges?
 - Do they make your private sector actors (importers, exporters or transport companies) trade less than they otherwise would?
 - How might these challenges impact private sector exporters, importers, or transport companies differently?
 - Has the situation improved in the last five years?
 - Do you have any opinions on why this is such a challenge/why policies haven't been changed to make it easier?
 - Can you tell me a little bit about what steps your agency has taken or is taking to try to address these challenges and make it easier for private sector to move their products across borders?

IV. Institutional Challenges (~ 10 minutes)

- a. **Transition:** *Thank you for all of that information. I would like to switch topics a little bit and talk some about the opportunities and challenges that you and your agency faces in trying to work with importers, exporters and shipping companies to move products about borders...*
- b. Can you describe for me what you think are the main strengths of the Ministry/Agency? As an organization, where do you think you are most successful in achieving your objectives? **[If the respondent needs clarification on the question, try offering up the prompts below]**
 - Clear standards and processes
 - Talented and well trained staff
 - Good relationships with the private sector
 - Good collaboration with colleagues from other agencies
- c. What are some of the biggest challenges your organization faces in trying to achieve your objectives? **[If the respondent needs clarification on the question, try offering up the prompts below]**
 - Funding not sufficient
 - Difficult to find good staff
 - Changing standards and rules for performance
- d. Are there one or two issues facing your organization right now that are especially important? Please describe them and their impact on TF.

V. Battery of Questions about Each TFM the respondent has identified is a priority (~25 minutes)

Transition: *Thank you very much for all of that information. I would like to switch topics a bit and speak to you about some of the specific trade facilitation measures or issues that are planned to be implemented in the next few years. Now, not all of these may be relevant to your organization, so just let me know if it isn't something that is important to you and we can move on to the next measure.*

****Begin Battery for first TFM *******

TF Issue/ Measure I Interviewer explains the next set of questions: Now I am going to ask you some questions about each trade facilitation issues you have raised and/or TFMs that have yet to be implemented in your country. **[Repeat this line of questioning for each TFM or trade facilitation issue selected for the country of study. Remember to ask about the TFMs of study in a random order, so the same order isn't followed in each interview.]**

- Would implementing this measure be important to your improving trade facilitation in your country? [If no, move on to the next measure]
- Would your agency be involved in implementing this? [If no, move on to the next measure]
- What benefits do you think implementing this measure would have for traders?
- If this measure were implemented, what kind of impact would this have on your organization?
 - Reduced paperwork and administration?
 - Reduced time and costs?
- Will this measure cost money and time for the government to implement?
 - Yes/ No
- Interviewer to follow this Skip Logic: [If respondent answered yes to the previous question, ask the next four questions, if not skip to question “If this measure was implemented, what would be the impact on trade?”]
 - Do you have any sense of how much it would cost the government to implement this measure? [Please read verbatim this question and the options below for every relevant measure]

If YES – Ask the responded to specify and note the Currency

please specify amount and currency if respondent uses other than USD

-
- Less than USD 1 million
 - USD 1-5 million
 - More than USD 5 million
 - The respondent doesn’t know
- Do you have any sense of how much time it would take for the government to implement this measure? [Please read verbatim this question and the options below for every relevant measure]
 - Less 6 months
 - Less than a year
 - More than 18 months
 - More than 2 years
 - What are the types of costs and/or resources that will be required of the government to implement this measure?
 - New equipment
 - Hiring more staff
 - Staff training
 - If other please specify _____
 - Of these, which would be the biggest expense for you to implement this measure? _____
 - If this measure were implemented, what would be the impact on trade? (The interviewer will ask the prompt questions below relevant to the TFM in question)
 - Reduced time to trade?
 - Reduced cost to trade?
 - Reduced paperwork and administration?
 - More certainty on when goods will get to market?
 - More certainty on costs to trade?
 - More firms interested in beginning international trade?
- Interviewer explains the next set of questions: Now I am going to ask you about the status of implementation and sequencing this TFM.
 - Do you have any opinions on why this trade measure hasn’t been implemented yet?
 - Are you aware of any political or private sector resistance to this TFM? If yes, please describe.
 - Are there other TFMs or trade facilitation interventions that have to be implemented before this one can be implemented?
 - If yes, please list these TFMs that must be implemented in the order they should be sequenced before and/or after the implementation of this TFM?
 - Interviewer explains the next set of questions: Now I am going to ask you some questions about how would you describe the importance of this measure to your country. I am going to read the TFM aloud

we have been discussing and make a statement with it. And then I will ask you whether you agree or disagree with the statement: **[Read the TFM aloud at part of the statement and then read verbatim this question and the options below]**

- “If implemented, **[read TFM in question aloud]** will generate large economic impacts for this country. Do you “strongly agree,” “agree,” “disagree,” “strongly disagree,” or “do not know” with this statement?” _____.
- Interviewer to follow this Skip Logic: If the respondent stated that they “strongly agree” in the previous question, then ask the question below verbatim; if the respondent didn’t answer “strongly agree to the previous question skip to the conclusion and end the interview. (~5 mins)
- “In the previous question you stated that you “Strongly agree that **[read TFM in question aloud]** will generate large economic impacts for your country. Can you tell me why this measure is so important for your country to implement?”

****End Battery for first TFM and Repeat the above questions for the remaining priority TFMs*******

VI. Final Ranking of TFMs the Respondent has identified as his/her priorities:

Thank you very much for all of that information. As a final point, I would like to ask you to rank in order of priority the specific trade facilitation measures that we have discussed.

Interviewer to list each TFM the respondent noted was important to confirm they both have the same TFMs in mind before ranking

- *Could you please tell me which of these TFMs do you consider the most important for [your Country] to implement first?*
- *Which of the remaining TFMs is the most important for [your Country] to implement second?*
- *Which of the remaining TFMs is the most important for [your Country] to implement third?*
- *[etc. through to the least important]*

VII. Conclusion:

- Thank the respondent for their time.
- Tell the respondent they are welcome to contact you to ask questions at a later date.

Ask permission of the respondent to use their name in the report if you might use a quote. Note their response: _____.

Key Informant Interview Topic Guide – International Donors, Policy Experts, and Academics

This Topic Guide is intended for use in field research with representatives of international donors, as well as trade facilitation policy experts and academics. It should be followed as closely as possible to guide KII with these respondents. There are a few questions where a specific set of responses are provided in order to assist in the collection of data that can be more easily quantified. Instructions to the interviewer are in red.

I. Introduction (~5 minutes)

- a. Thank the respondent for taking the time to participate in the interview
- b. Introduction to the researcher and the research
 - Introduce yourself: I am a Trade facilitation Specialist residing in _____. I represent an assessment team fielded by Management Systems International, a Washington DC based firm that has been contracted by the U.S. Agency for International Development (USAID) to conduct an independent assessment of the costs and benefits of selected trade facilitation measures (TFMs) or interventions in 5 SADC states.
 - Research intended to help USAID and regional and government stakeholders better address the obstacles to trade and specifically to help countries comply with the recent WTO Trade Facilitation Agreement (if the respondent is unfamiliar with the agreement, a short explanation will be provided)
 - Research will be used to identify what changes in policy and practice would make it easier for businesses to trade across borders.
- c. Description of the objectives of the discussion
 - Understand better what the researcher views as the most important steps that could be taken to make trading across borders easier and why.
 - Understand better the challenges in supporting trade facilitation.
 - Understand the amount and nature of the costs required to implement these measures.
 - Explore existing research and other processes underway that might be relevant for this survey.
- d. We will follow these privacy protocols to protect your anonymity if you prefer not to be quoted [interviewers will be trained to be compliant with USAID policy in regards to the "USG Common Rule" for the protection of human subjects]:
 - Explain confidentiality and anonymity and note whether the respondent would like to remain anonymous, and that the assessment team will ask permission if would like to use a quote from the respondent in the final report.
 - Explain how collected data will be stored without identifying information.
 - Ask if the respondent is willing to be recorded and note their response.
- e. Explain recording, length and nature of discussion.
- f. Check whether respondents have any questions.

II. Background Information (~ 5 minutes)

- c. Role of Respondent
 - Can you please tell us a little bit about yourself and your role here at _____?
 - Position
 - Responsibilities
 - Length of time with the academic institution?
- d. Areas of research being undertaken by academic institution in the area of Trade Facilitation.
 - Can you tell us a little bit about the areas of research that your organization is undertaking in the area of trade facilitation?

III. Obstacles to Cross-Border Trade (~ 15 minutes)

- **Transition:** *I would like to spend a little time speaking with you about your experience studying/researching/working on trade policy and trade facilitation- both imports and exports...*

Could you describe what you think are three of the biggest challenges faced by trade actors in your country in trying to move goods across borders?

- Could you explore why these are the major challenges?
- Are you seeing any evidence that these challenges are effectively making private sector actors (importers, exporters or transport companies) trade less than they otherwise would?
- How might these challenges impact private sector exporters, importers, or transport companies differently?
- Has the situation changed in the last five years?
- Do you have any opinions on why this is such a challenge/why policies haven't been changed to make it easier?
- Can you tell me a little bit about the research that is currently being undertaken in this area, and any policy recommendations that are coming through?

IV. Trade Facilitation Measures (~25 minutes)

- **Transition:** *Thank you very much for all of that information. I would like to switch topics a bit and speak to you about some of the specific trade facilitation measures that are planned to be implemented in the next few years.*

Measure 1 [Repeat this line of questioning for each TFM or trade facilitation issue selected for the country of study. Remember to ask about the TFMs of study in a random order, so the same order isn't followed in each interview.]

- Would implementing this measure be important to improving trade facilitation in your country? [If no, move on to the next measure]
- What benefits do you think implementing this measure would have for traders?
- Will this measure cost money and time for the government to implement? Yes/ No?
- Interviewer to follow this Skip Logic: **If yes to the previous question, ask the next four questions, if not skip to question "If this measure was implemented, what would be the impact on trade?"**
 - Do you have any sense of how much it would cost the government to implement this measure? [Please read verbatim this question and the options below for every relevant measure]
 - Less than \$1m dollars [please specify if respondent uses other currency]
 - \$1-\$5m dollars
 - More than \$5m dollars.
 - Do you have any sense of how much time it would take for the government to implement this measure? [Please read verbatim this question and the options below for every relevant measure]
 - Less 6 months
 - Less than a year
 - More than 18 months
 - More than 2 years
 - What are the types of costs and/or resources that will be required of the government to implement this measure?
 - New equipment
 - Hiring more staff
 - Staff training
 - If other please specify _____
 - Of these, which would be the biggest expense for you to implement this measure? _____
 - If this measure were implemented, what would be the impact on trade? (The interviewer will ask the prompt questions below relevant to the TFM in question)
 - Reduced time to trade?
 - Reduced cost to trade?
 - Reduced paperwork and administration?
 - More certainty on when goods will get to market?

- More certainty on costs to trade?
- More firms interested in beginning international trade?
- **Interviewer explains the next set of questions:** Now I am going to ask you about the status of implementation and sequencing this TFM.
 - Do you have any opinions on why this trade measure hasn't been implemented yet?
 - Are you aware of any political or private sector resistance to this TFM? If yes, please describe.
 - Are there other TFMs or trade facilitation interventions that have to be implemented before this one can be implemented?
 - If yes, please list these TFMs that must be implemented in the order they should be sequenced before and/or after the implementation of this TFM.
- **Interviewer explains the next set of questions:** Now I am going to ask you some questions about how would you describe the importance of this measure to your country. I am going to read the TFM aloud we have been discussing and make a statement with it. And then I will ask you whether you agree or disagree with the statement: (**Read the TFM aloud at part of the statement and then read verbatim this question and the options below**)
 - "If implemented, [read TFM in question aloud] will generate large economic impacts for this country. Do you "strongly agree," "agree," "disagree," "strongly disagree," or "do not know" with this statement?" _____.
- **Interviewer to follow this Skip Logic:** If the respondent stated that they "strongly agree" in the previous question, then ask the question below verbatim; if the respondent didn't answer "strongly agree to the previous question skip to the conclusion and end the interview. (~5 mins)
 - "In the previous question you stated that you "Strongly agree that [TFM X] will generate large economic impacts for your country. Can you tell me why this measure is so important for your country to implement?"

Repeat the above questions for the remaining priority TFMs.

- **Ranking:** *Thank you very much for all of that information. As a final point, I would like to ask you to rank in order of priority the specific trade facilitation measures that we have discussed. Could you please tell me which one you consider the most important to implement followed by the second, third etc. through to the least important?*

V. Conclusion:

- Thank the respondent for their time.
- Tell the respondent they are welcome to contact you to ask questions at a later date.

Ask permission of the respondent to use their name in the report if you might use a quote. Note their response: _____.

ANNEX IV: NAMIBIA ONLINE SURVEY QUESTIONNAIRE

This Annex presents the Namibia online survey as an example of the country-specific online survey instruments. Annex V presents the lists of the specific TFMs that were selected to be included in the online surveys for each country of study as well as a Southern Africa Regional online survey requested by USAID.

USAID Trade Facilitation Assessment Short Online Survey

Trade Association Members

Re: Namibia trade association members - request to participate in an online survey for a USAID Trade Facilitation Assessment

Dear respondent,

We are interested in learning from your experiences in trading across borders and you have been selected for this online survey based on your membership in a Namibia trade or supply chain association.

This online survey was developed in response to a request from the United States Agency for International Development (USAID) Southern Africa Regional Mission as part of a larger study of the costs and benefits of different types of trade facilitation measures (TFMs). This study includes key informant interviews and online surveys being collected in five countries: Botswana, Malawi, Namibia, South Africa, and Zambia, and implemented by Management Systems International (MSI) a US-based international development firm through the USAID E3 Analytics and Evaluation Project.

TFMs are trade facilitation policies/ interventions that aim to simplify and harmonize the necessary steps for easing the flow of trade across national borders including import, export and transit procedures.

USAID has asked us to gather private sector perspectives on the challenges for trading across borders, and the benefits that certain types of trade facilitation policies or interventions would have for firms such as yours. This research may be used to inform USAID and government decision-making and priorities.

This survey will ask you to rate an rank selected TFMs that have not yet been implemented in your country which the assessment team has identified as potentially beneficial for the private sector, so we can learn about your priorities for improving trade facilitation.

We appreciate it greatly if you could take the time to complete this short survey on your experiences trading or moving goods across borders. Your survey answers will be kept anonymous and no information that you provide will be publicly disclosed in a manner such that it is attributable to you.

This survey is composed of 15 questions and should not take more than ten minutes to complete.

If you have any questions about this survey please contact the Jessica Gajarsa, the MSI Technical Manager for this study on email at jgajarsa@msi-inc.com

Thank you for your time.

1) Please provide your name*

First:

Last:

2) Please share the name of the trade association that invited you to take this survey:*

3) Please provide the name of your organization:*

Please spell out all acronyms.

4) Please share the country in which your organization operates:*

Please select all that apply

- South Africa
- Malawi
- Botswana
- Namibia
- Zambia
- Other : *

5) What is your role in your organization?*

- Owner
- CEO
- CFO
- Manager
- Other (Please Describe)

6) Is your organization involved in trading goods and/or services across borders?*

- Yes
- No

7) Which of the following describes your business? (If “yes” to #6”)

Please select all those that are applicable to your business.

- Importer of Goods/Services
- Exporter of Goods/Services
- Transportation or Shipping Enterprise
- Other (Please Describe)

8) Which of these describe the sector(s) in which your business operates? (If “yes” to #6”)

Please click on all those that are applicable to your business.

- Agriculture
- Manufacturing
- Mining or Natural Resource Extraction
- Professional Services
- Transportation
- Other (Please Describe)

9) How many persons do you employ? (If “yes” to #6”)

- 1-5
- 6-20
- 21-50
- 51-100
- More than 100

10) Is your annual turnover greater or less than ZAR 3 million? (If “yes” to #6”)

- Greater
- Less than

Prefer Not to Answer

I1) Please describe the most significant challenge that you face when trading or moving goods or services across borders? (If “yes” to #6”)

Rate and rank identified trade facilitation policies

Please rate and rank the 8 identified Trade Facilitation policies as below in terms of the potential for positive beneficial impacts for your business.

I2) Rating the 8 TFMs selected for South Africa:

Based on initial research the assessment team has identified the following 8 trade facilitation policies that have not been implemented in South Africa. Considering the potential of each policy to generate positive beneficial impacts for your business, would you recommend it to be a high, moderate, or low priority to implement in your country?*(If “yes” to #6”)

Selected trade facilitation policies that haven't been implemented in South Africa	High priority	Moderate priority	Low priority	This policy is not relevant for my business interests	I don't know how this policy would impact my business interests
1. Improved border management and coordination, including at Beitbridge.					
2. Increased capacity of rail transport for bulk cargo.					
3. Removal of non-tariff barriers (such as import quotas, subsidies, customs delays, technical barriers, or other systems preventing or impeding trade).					
4. Enhanced information exchange and connectivity at borders.					
5. Development of behind the port facilities and enhanced inter-modal linkages for transportation.					
6. Simplified and harmonised documentation for trade.					

Selected trade facilitation policies that haven't been implemented in South Africa	High priority	Moderate priority	Low priority	This policy is not relevant for my business interests	I don't know how this policy would impact my business interests
7. Enhanced coordination of regional transit procedures.					
8. Stronger risk management systems— an intervention for customs officers implement improved risk management practices and tools so they do not have to examine 100% of all shipments, but apply their scarce resources to more risky imports determined by an assessment of past compliance level of a trader.					

13) If you marked one or more trade facilitation policies as a high priority can you explain more about why? (If “yes” to #6”)

14) Ranking the 8 TFMs selected for South Africa:

Considering the potential beneficial impacts for your business, please rank the identified trade facilitation policies in order of your priority for South Africa to implement from 1 - 8, with 1 being your highest priority and 8 being the lowest priority.* (If “yes” to #6”)

Improved border management and coordination, including at Beitbridge.

Increased capacity of rail transport for bulk cargo.

Removal of non-tariff barriers (such as import quotas, subsidies, customs delays, technical barriers, or other systems preventing or impeding trade).

Enhanced information exchange and connectivity at borders.

Development of behind the port facilities and enhanced inter-modal linkages for transportation.

Simplified and harmonised documentation for trade.

Enhanced coordination of regional transit procedures.

Stronger risk management systems— an intervention for customs officers implement improved risk management practices and tools so they do not have to examine 100% of all shipments, but apply their scarce resources to more risky imports determined by an assessment of past compliance level of a trader.

15) Please share your experiences in trading or moving goods across borders that affected how you ranked the trade facilitation policies that are priorities for your business interests? (If “yes” to #6”)



16) Would you be willing to be briefly interviewed by an Assessment team member to answer a few follow up questions?

Yes

No

What is the best way to contact you?

Skype

Please share your Skype address:

Email

Please share your email address:

Telephone

Please share your phone number (country code, area code and telephone number):

Thank You!

Conclusion - please submit your survey responses now.

ANNEX V: TRADE FACILITATION MEASURES SELECTED FOR THE COUNTRY-SPECIFIC ONLINE SURVEYS

This annex includes the TFMs that were selected for each country-specific online survey based on the priority trade facilitation issues identified during desk review for each country. Where the concept of a TFM may not be straightforward to all audiences, explanatory language was included in the online survey itself to aid respondents that may not be familiar with the trade facilitation policy language.

Botswana Priority Trade Facilitation Measures

1. Improved border management and coordination.
2. Improvement in harmonization of customs procedures, including enhanced electronic clearing for customs, IT connectivity and information exchange at borders, especially with South Africa.
3. Removal of NTBs (such as import restrictions, customs delays, technical barriers, sanitary/phyto-sanitary measures, or other systems preventing or impeding trade).
4. Improvement of roads and physical infrastructure at border posts, for example Kasungula Bridge, truck parking and rest stops.
5. Simplified and harmonized documentation for trade, in particular for small traders.
6. Enhanced coordination of regional transit procedures.
7. Stronger risk management systems, including the efficient use of scanners and sampling of containers.
8. NSW: An online platform that allows traders to process trade documents (like applications and payments for licenses and/or certificates; processing of customs declarations, etc.), with a single entry point.

Malawi Priority Trade Facilitation Measures

1. Improved border management and agency coordination, including at Mwanza, Songwe.
2. Improvement in customs procedures related to poor IT network of ASYCUDA, no back up and frequent outages.
3. Removal of NTBs such as import restrictions, customs delays, or other systems preventing or impeding trade.
4. NSW: An online platform that allows traders to process trade documents (like applications and payments for licenses and/or certificates; processing of customs declarations, etc.), with a single entry point.
5. Simplified and harmonized documentation for trade, in particular for small traders.
6. Enhanced coordination and notification of changes regional transit procedures. For example, there should be advanced notice every time Mozambique is about to make changes in transit procedures.
7. Stronger risk management systems: a concept whereby customs do not have to check/examine all shipments, but apply their scarce resources to riskier imports determined by an assessment of past compliance level of a trader.
8. OSBP: A concept whereby traffic crossing the border need only to stop at one border post between two countries.

Namibia Priority Trade Facilitation Measures

1. Improved border management and coordination.
2. Increased capacity of rail transport for bulk cargo, as well as unlocking hinterland through rail upgrades.
3. Removal of NTBs, such as import quotas, subsidies, customs delays, TBT and SPS measures, or other systems preventing or impeding trade.
4. Enhanced electronic clearing for customs, IT connectivity and information exchange at border.
5. Increased efficiency of the seaport especially in terms of handling and customs clearing.
6. Simplified and harmonized documentation for trade.
7. Enhanced coordination of regional transit procedures.
8. Stronger risk management systems: an intervention for customs officers implement improved risk management practices and tools so they do not have to examine all shipments, but apply their scarce resources to riskier imports determined by an assessment of past compliance level of a trader.
9. NSW: An online platform that allows traders to process trade documents (like applications and payments for licenses and/or certificates; processing of customs declarations, etc.), with a single entry point.

South Africa Priority Trade Facilitation Measures

1. Improved border management and coordination, including at Beitbridge.
2. Increased capacity of rail transport for bulk cargo.
3. Removal of NTBs such as import quotas, subsidies, customs delays, technical barriers, or other systems preventing or impeding trade.
4. Enhanced electronic clearing for customs, IT connectivity and information exchange at borders.
5. Development of behind the port facilities and enhanced inter-modal linkages for transportation.
6. Simplified and harmonized documentation for trade.
7. Enhanced coordination of regional transit procedures.
8. Stronger risk management systems (to ensure the efficient implementation of practices and tools to assess compliance by traders).

Zambia Priority Trade Facilitation Measures

1. CBM to address inefficiencies arising from the multiplicity of agencies at the border, which causes delays in the movement and clearing of goods.
2. Zambia Trade Information Portal, a web-based platform to address poor access to current trade information on regulations, procedures and forms governing the importing, exporting and transit of goods.
3. NSW to increase the efficiency in dealing with government agencies regulating cross-border trade. A NSW is an online platform that allows traders to process trade documents (like applications and payments for licenses and/or certificates; processing of customs declarations, etc.), with a single entry point.
4. Strengthened Risk Management Systems by implementing improved practices and operational tools that allow customs agents to assess, profile and target the flow of goods and people. If implemented, customs agents would not have to check/examine all shipments, but apply their scarce resources to riskier imports determined by an assessment of past compliance level of a trader.
5. Improved customs procedures for the valuation of goods. The current problem is that Zambia Revenue Authority does not accept the dutiable value as indicated on some invoices, resulting in

- lengthy appeals procedures.
6. Improved customs procedures through the automated ASYCUDA web platform, especially functional issues related to poor IT network of ASYCUDA (e.g., no back up and frequent outages).
 7. Enhanced coordination and notification of changes regional transit procedures. For example, there should be advanced notice every time the DRC and/or Zimbabwe is about to make changes in transit procedures.
 8. OSBP: Improve efficiency of operations at the Chirundu OSBP with Zimbabwe and rollout the OSBP concept to other border posts as well.

Southern Africa Regional Priority Trade Facilitation Measures

1. Improved border management and coordination.
2. Enhanced electronic clearing for customs, IT connectivity and information exchange at borders.
3. Removal of NTBs such as import restrictions, customs delays, or other systems preventing or impeding trade.
4. Improved physical infrastructure at ports and border posts as well as on roads and rail networks.
5. NSW: An online platform that allows traders to process trade documents (like applications and payments for licenses and/or certificates; processing of customs declarations, etc.), with a single entry point.
6. Simplified and harmonized documentation for trade, in particular for small traders.
7. Enhanced coordination of regional transit procedures.
8. Stronger risk management systems: An intervention for customs officers implement improved risk management practices and tools so they do not have to examine all shipments, but apply their scarce resources to riskier imports determined by an assessment of past compliance level of a trader.

ANNEX VI: NAMIBIA FINDINGS ON RANKING THE TFMS

Assessment Question 4

How do respondents rank their priorities among the TFMs they consider the most important to implement?

To address assessment question 4, this Annex presents a detailed analysis of how the assessment participants ranked specific TFMs as a priority for implementation in Namibia and is based on findings from both the KIIs and the online survey. These findings examine the relative importance that members of the wider Namibian trading community place on different TFMs.

Priority Ranking of TFMs

The overall ranking was determined by the frequency that KII respondents raised a specific TFM as a priority across the respondent categories. Table 1 below lists the TFMs and cross-cutting issues for trade that the assessment team anticipated would be prioritized across the five countries, as well as all other TFMs and/or crosscutting issues that emerged as priorities from the desk review and KII data. The columns note the frequency that KII respondents raised a specific TFM as a priority across the respondent categories. This information was used to select TFMs that were then examined in detail to answer assessment questions 1 through 3 in the body of this report. During the 18 KIIs, respondents chose to speak in detail on 10 TFMs which they regarded as the top priorities for implementation in Namibia:

The TFMs and cross-cutting issues the KII respondents raised includes the following:

- Development of a NSW - 17 KIIs
- The harmonization of customs procedures related to electronic clearing and IT connectivity at borders - 11 KIIs
- The enhancement of seaports and linking infrastructure - eight KIIs
- The removal of non-tariff barriers (NTBs) including technical barriers to trade (TBTs) such as sanitary and phyto-sanitary (SPS) measures - five KIIs
- Simplified and harmonized documentation for trade - five KIIs
- Improved coordinated border management (CBM) - three KIIs
- A strengthened and more efficient risk management system - two KIIs
- The enhanced coordination and notification of regional transit procedures - one KII
- AEOs or preferred trade schemes - one KII

During five KIIs respondents raised these three cross-cutting issue to improve trade facilitation which are included in the SADC TFP:

- Melding national priorities with regional objectives - two KIIs¹⁰⁷
- Donor coordination - two KIIs¹⁰⁸
- To prioritize the implementation of the WTO TFA - one KII¹⁰⁹

¹⁰⁷ A cross-cutting issue to improve trade facilitation included in the Simplification Cluster, SADC TFP 5.4.9 p. 38.

¹⁰⁸ A cross-cutting issue to improve trade facilitation included in the Cooperation Cluster, SADC TFP 5.5.3 p. 41.

¹⁰⁹ A cross-cutting issue to improve trade facilitation included in the Simplification Cluster, SADC TFP 5.4.2 p. 36

TABLE I: TFMS RAISED BY INTERVIEWEES AS PRIORITIES, BY STAKEHOLDER GROUP

	TFMs and cross-cutting issues to improve trade facilitation	Desk Review	Private – Firm 8 KIIs	Private - Assoc. 3 KIIs	Public – Bi- and Multilateral Agencies 4 KIIs	Donors/ Policy Experts 3 KIIs	Total Times a TFM was Raised
1	Improved CBM		2			1	3
2	Harmonization of customs procedures related to electronic clearing and IT connectivity at borders		6	1	2	2	11
3	Stronger Risk Management Systems			1	1		2
4	Removal of NTBs including TBTs/ SPS measures	✓	2		2	1	5
5	Enhanced coordination and notification of regional transit procedures		1				1
6	Simplified and harmonized documentation for trade		3	1		1	5
7	NSW	✓	7	3	4	1	17
8	Rail and road infrastructure upgrades						0
9	One Stop Border Posts (OSBP)						0
10	Trade Information Portal						0
11	Fees and charges						0
12	Efficient seaports and linking infrastructure upgrades	✓	4	1	1	2	8
13	Monitoring trade corridors and borders						0
14	Authorized Economic Operators (AEOs)		1				1
15	Simplified trade regime (STR)						0
16	Melding national priorities with regional objectives		1	1			2
17	Donor coordination				1	1	2
18	Foster and broaden political will						0
19	Public Private Dialogue and cooperation						0
20	Implementation of the WTO TFA				1		1
21	Measures to address other constraints to trade		1	2		1	4

Figures 1, 2, and 3 illustrate how frequently the interviewees ranked specific TFMs as their first, second, and third priorities for implementation. Figure 1 shows that the KII respondents most frequently cited the development of a NSW and the harmonization of customs procedures and IT connectivity as their number one priorities.

FIGURE 1: FREQUENCY COUNTS OF HOW THE KII RESPONDENTS RANKED TFMS AS THEIR FIRST PRIORITY TO IMPLEMENT IN NAMIBIA

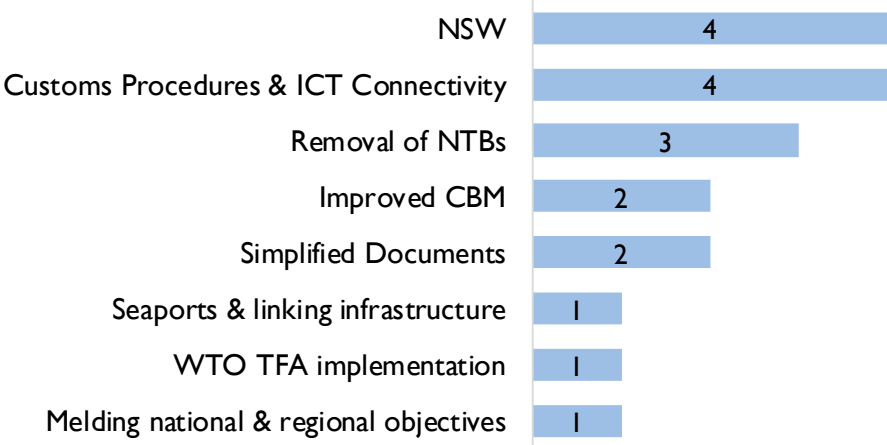


Figure 2 shows that the KII respondents most frequently cited the development of a NSW as their second priority, followed by the enhancement of seaports and linking infrastructure.

FIGURE 2: FREQUENCY COUNTS OF HOW THE KII RESPONDENTS RANKED TFMS AS THEIR SECOND PRIORITY TO IMPLEMENT IN NAMIBIA

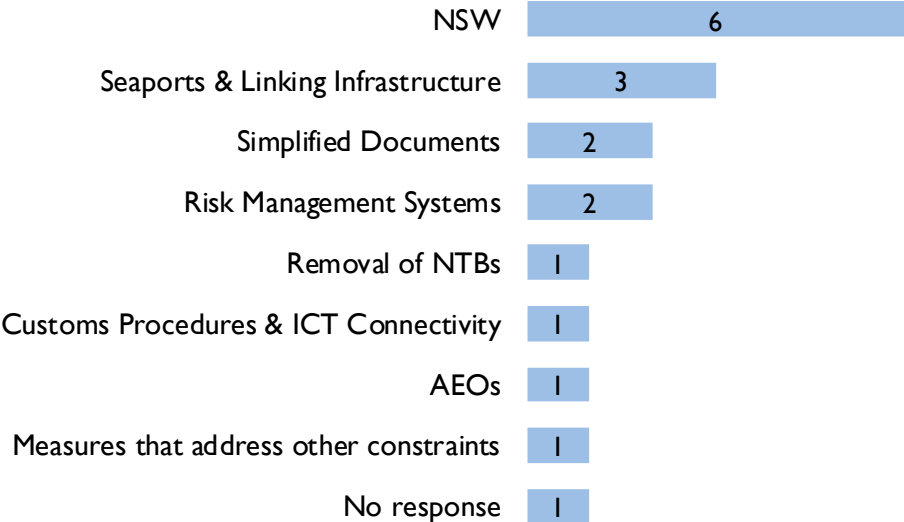
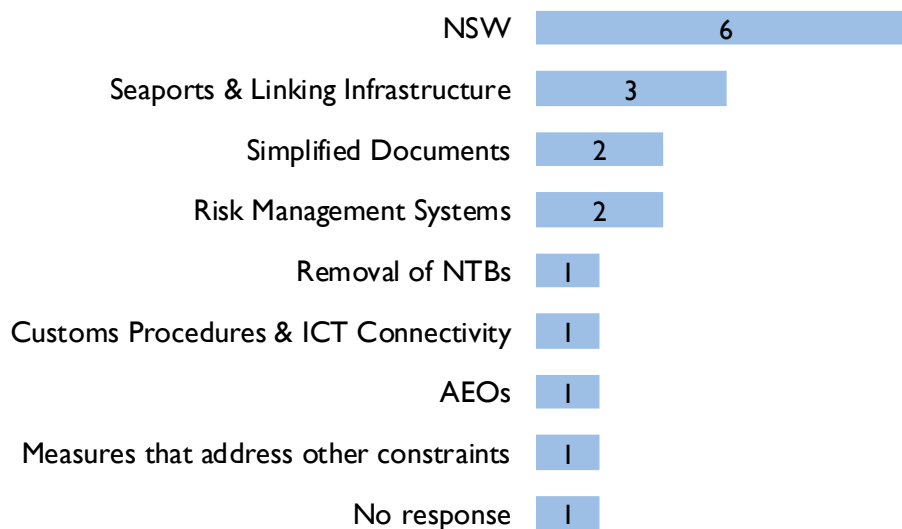


Figure 3 shows that the KII respondents again most frequently cited the development of a NSW as their third priority, followed by the enhancement of seaports and linking infrastructure.

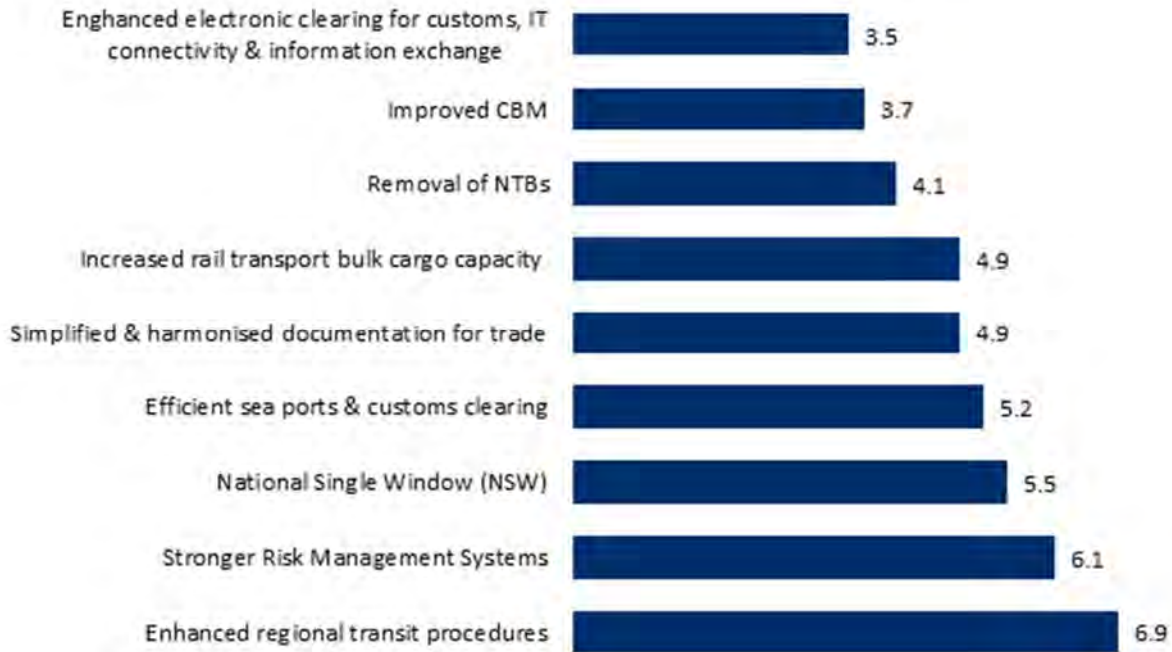
FIGURE 3: HOW NAMIBIAN KII'S RANKED TFMS AS THE THIRD PROIORTIY FOR IMPLEMENTATION BY RESPONDENT CATEGORY



Online Survey Rankings of the Priority TFMs

The Namibian online survey respondents were asked to rank among nine TFMs in order of preference in terms of the potential beneficial impacts of each TFM for their business. These nine TFMs were selected for inclusion in the Namibia online survey based on a desk review of what are the likely priorities among the Namibia Category C TFMs. The online survey respondents ranked each TFM was from one to nine, with one being the highest priority and nine being the lowest priority. Therefor the TFM with the lowest average score was ranked among the respondents' highest priorities most frequently. Figure 4 shows the average score for each TFM, with enhanced electronic clearing for customs, IT connectivity and information exchange at borders was selected as a top priority the most frequently followed by improved CBM, and the removal of NTBs.

FIGURE 4: HOW ONLINE SURVEY RESPONDENTS RANKED TFMS FOR IMPLEMENTATION



Using the above data, the assessment team ascribed rankings for the TFMs to answer question 4. Table 2 shows the two sets of rankings, from the online respondents and KII’s, side by side. The TFMs are taken from the WTO’s technical definition. It was the assessment of the study team that differences in the rankings while notable in two of the top four priorities are attributed to characteristics of the two respondent groups. More importantly differences in the rankings can be explained, to some degree, by some TFMs representing different aspects of interconnected issues, so that the wording of some TFMs in fact masks overlap between priorities. While different priorities do contain significant differences, in some cases these can be nuances, and there is more in common in the rankings than is apparent at first glance. This is discussed in more detail in the following section.

TABLE 2: FINAL TFM RANKINGS FOR THE TWO DATA SETS (HIGHEST TO LOWEST)

Ranking TFMs by priority for implementation in Namibia by the KII respondents	Ranking TFMs by priority for implementation in Namibia by the online survey respondents
1. NSW	1. Harmonization of customs procedures related to electronic clearing and IT connectivity at borders
2. Harmonization of customs procedures related to electronic clearing and IT connectivity at borders	2. Improved CBM
3. Enhancing Seaport and linking infrastructure	3. Removal of NTBs
4. Efficient seaports and linking infrastructure upgrades	4. Increased rail transport and bulk cargo capacity
5. Removal of NTBs including TBTs/ SPS measures	5. Simplified and harmonized documentation for trade
6. Simplified and harmonized documentation for trade	6. Efficient Sea port and customs clearing
7. Measures to address other constraints to trade not related to trade facilitation interventions	7. NSW
8. Improved CBM	8. Stronger risk management Systems
	9. Enhanced regional transit procedures

Analysis of Rankings

In comparison to the interviewees who ranked NSW as a top priority the most frequently, the average of the online survey respondents ranking score place it in seventh place. The top ranked issue for online respondents is the harmonization of customs procedures and IT connectivity at borders. This is also the second highest priority for the interviewees. Fundamental for both groups are the delays caused by time-consuming customs procedures and the fact that systems do not talk each other, or filing of documents is not automated. The interviewees identified NSW implementation as the answer to the most prevalent problems plaguing Namibian traders, which boils down to streamlining and automating procedures and documentation.

Many of the issues for trade facilitation can arguably be addressed through comprehensive NSW systems. However, even the KII group voiced skepticism on the GRN's ability to implement such a comprehensive system. The online group, without the benefit of a qualitative interview, focused more on the immediate issues at hand, sticking to the tendency of private sector to treat NSW as a 'nice to have' feature. This is reflected in the results, where NSW is accorded a relative lower priority in the online survey than in the KII responses. This is based on skepticism and unfamiliarity with the concept.

The difference can also be explained through the make-up of the groups. Where the online survey focused exclusively on traders, the KII respondents included private sector associations and public sector, as well as academics that have had more exposure to the NSW concept and its potential to mitigate several for Namibia most relevant TFMs.

Measures to Address Other Constraints to Trade

It should also be noted that during four of the KIIs, respondents raised measures to address other constraints to trade that are not actually TFMs. These include the following:

- Measures to reduce a number of domestic fees and charges that impede growth of the manufacturing. These are not (exclusively) linked to the cross border process but include the following:
 - Electricity costs are the highest in the region and the number 1 input cost (18%) after salaries and this cost is rising.
 - The question of how the implementation of the HPP will be funded. There is a perception that the private sector has to pay, but they feel they already pay a great deal. As one respondent put it, "Manufacturers cannot fork out anymore, we are moving backwards."
 - All the new levies that are detrimental to the private sector (environmental levy, carbon tax, Vocational Education and Training levy etc.).
- Measure to reduce the charges for moving capital around.
- Measures to reduce [non-trade facilitation related] fees and charges are necessary because Namibia is not competitive in terms of both labor and input costs. This respondent suggested offering fuel rebates at some border posts to start competing on costs.
- Address a VAT related issues which unnecessarily complicate trade across the region and especially in the customs union.

Non-Priority TFMs

USAID/Southern Africa asked the assessment team to ask respondents about what TFMs are not a priority in each country of study to help verify the findings. In Namibia the TFMs that were not a priority to some interviewees included:

Trade information portal: The MTISMED launched the Namibia Trade Portal in 2015. While this is no longer a priority for the government, more effort must go into public sensitization of this new service and linking the trade portal as a first step in the implementation of the trade NSW. The portal is also not maintained and it is unclear who the custodian is.

Mixed views on the efficiency of Seaport Infrastructure: Interestingly, despite the fact that half of the 16 interviewees raised the need to upgrade the seaports and linking infrastructure, 4 interviewees mentioned that the functioning of the port is not a concern, as they find it well run. Two of these respondents did highlight their concerns about the connecting rail infrastructure and state of rolling stock make it difficult to get goods out of the port.

This rest of this annex presents a summary of KII and online survey findings for each of the three TFMs the assessment team concluded are the priority for implementation in Namibia.

TFM Priority 1: National Single Window

Table 3 presents the KII findings on the frequency of responses about the potential benefits and costs, as well as sequencing issues and obstacles for the implementation of a NSW.¹¹⁰ Figure 5 below shows that the majority of Namibian online survey respondents rated the NSW as a 'high priority' for implementation. However, as shown in Figure 4 above, when asked to rank the among the nine selected TFMs, a NSW was ranked in seventh place by the online survey respondents based on the perceived potential economic benefits for their firms. This reflects the KII results in that, while the private sector interviewees feel NSW development is important, they attach the most importance to other interventions that will address specific issues first. These interventions include: improved customs procedures, IT connectivity, simplified documents, OSBPs, and CBM, which are all features of NSW implementation. On the other hand, none of the online survey respondents ranked NSW as a 'low priority.' This seems to indicate that a NSW is regarded as important in the medium term, once other more urgent TFMs have been addressed.

Findings from the KIIs that choose a NSW as a priority measure show a degree of convergence as to the rationale and benefits of a NSW. Both private sector interviewees and traders who filled in the online survey say that NSW will help reduce delivery times and cut administrative workload. One respondent said that the convergence and proper implementation of IT systems, as anticipated to implemented under the NSW, would decrease unnecessary paperwork and documentation.

All respondent categories gave examples of bottlenecks that need to be addressed for a NSW to work. These focus mainly on customs procedures and documentation, the acquisition of certificates and the knowledge and training of customs officials. Respondents also complained about high import duties, which make products uncompetitive and the fact that many customs functions are centralized in Windhoek.

¹¹⁰ This table includes the responses from the 17 KII respondents that raised this TFM as a priority during the KIIs including: seven out of eight representatives of private firms; three of the three trade association representatives; four of the four public sector representatives; and three of the three trade facilitation policy experts/ academics, whom were interviewed during the KIIs. It should be noted that the detailed questions under Assessment Question 2 were directed to public sector KII respondents whom are more likely to have greater familiarity with the anticipated costs for GRN to implement TFMs.

FIGURE 5: ONLINE SURVEY FINDINGS FOR HOW RESPONDENTS RATED ENHANCED NSW

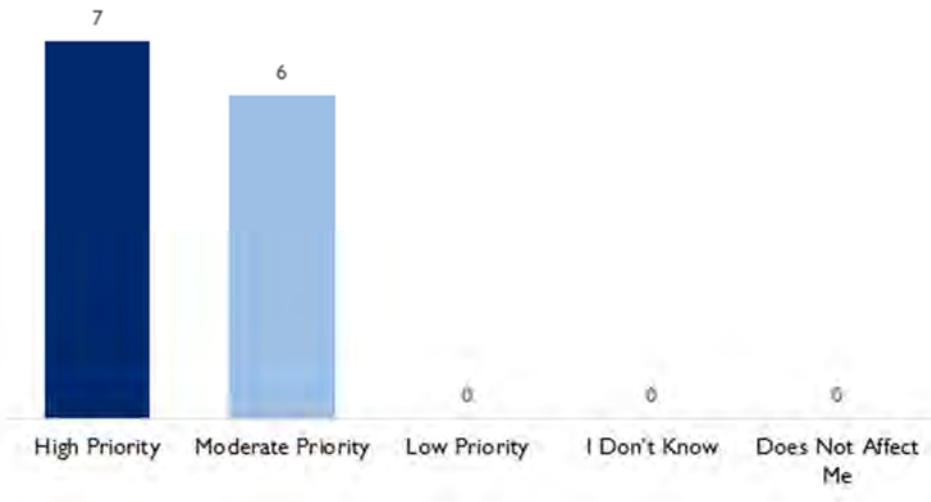


TABLE 3: KII FINDINGS FOR TFM PRIORITY #1: NATIONAL SINGLE WINDOW

Assessment questions and sub-questions	Private Sector – Firms 7/8	Private Sector – Associations 3/3	Public Sector - Bilateral and Multilateral 4/4	Academics, policy experts/ donors 3/3
Assessment Question 1: What is the potential range of benefits associated with the implementation of TFM priority #1 NSW?				
Reduced time to trade?	Yes – 5 Maybe – 2	Yes – 3	Yes – 4	Yes - 3
Reduced cost to trade?	Yes – 2 Maybe – 5	Yes – 2 Maybe - 1	Yes – 4	Yes - 3
Reduced paperwork and administration?	Yes – 6 Maybe – 1	Yes – 3	Yes - 4	Yes - 3
More certainty on when goods will get to market?	Yes - 3 Maybe – 4	Yes - 3	Yes – 4	Yes - 2 Maybe - 1
More certainty on costs to trade? Yes	Yes - 4 Maybe – 3	Yes - 3	Yes - 4	Yes - 2 Maybe - 1
More private sector actors interested in starting cross-border trade?	Yes – 1 Maybe – 6	Yes – 2 Maybe – 1	Yes - 4	Yes - 1 Maybe - 2
Assessment Question 2: What is the potential range of costs associated with the implementation of TFM priority #1 NSW?				
Estimated cost to Implement?	Don't know – 7	Don't know – 3	> \$5m US - 4	> \$5m US - 1 Don't know - 2
How much time do respondents think is required for government to implement this measure?	Not asked - 7	Not asked – 3	> 18 months - 4	> 18 months – 1 Not asked - 2
What types of costs/ resources do public sector respondents think are required to implement this TFM? (the counts are for “yes” responses unless stated otherwise)	Not asked - 7	Not asked – 3	New equipment - 4 Hiring more staff - 2 (yes)/ 2 (maybe) Staff training - 4 Integrated IT equipment and systems - 3 Consultants - 2 Software customization - 2 Travel costs - 1 Construction of border facilities for IT equipment - 1 (maybe)	New equipment - 1 Hiring more staff - 1 Staff training - 1 Not asked - 2
Which of these costs would be the biggest expense?	Not asked – 7	Not asked – 3	New equipment (IT hardware/ software) - 3	

Assessment Question 3: What is the feasibility and timeframe of the implementation of TFM priority #1 NSW?				
Are there other measures or steps that need to be taken before this TFM can be implemented?	Yes - 2 No - 1 Not asked – 4	Yes - 3	Yes - 3 No - 1	Yes - 2 No - 1
If yes, what are the steps or measure that need to be undertaken before implementation of this TFM? (KII responses are summarized by theme)	Border posts, infrastructure upgrades – 1 Customs Skill capacity building - 1 Remove NTBs – 1	Simplify customs procedures – 3 Simplify customs documents - 1 Increase staff and build their capacity – 1	Lacking funding for related TFMs: Time Release, AEO scheme, & Transit procedures – 1 Customs Skill capacity building - 1 Donor assistance for gap analysis looking at the implications and framework for NSW – 1 Better cross border coordination - 1	Infrastructure and safety upgrades at truck stops - 1 Public Private Dialogue - 1
Any opinion why not implemented yet? (KII responses are summarized by theme)	Operators that have AEO status don't have incentive for NSW - 1 GRN indecision to implement NSW - 1 Need to look at examples where agencies successfully worked together to implement similar approach for specific exports - 1 Agencies work in silos/ have vested interests – 1 GRN didn't successfully implement OSBPs, doubtful on NSW – 1 Don't know - 3	GRN indecision & lack of accountability to implement NSW - 2 Lack of GRN engagement and communication with private sector - 1 Frequent shuffling of GRN personnel responsible for NSW – 1 Don't know - 1	NSW has been prioritized and is part of the WTO FTA process which is underway – 2 There is no GRN resistance & scheduled for completion by end March 2018 – 1 It's been prioritized but lack of funding - 1 No clarity about who is the lead agency (MTI or Customs) - 1 Lack of GRN engagement and communication with private sector – 1 SACU is assisting the GRN with NSW implementation - 1	Many impediments & vested interests related to informal economy at border posts - little incentive for more efficiency – 1 Don't know – 2

TFM Priority 2: Harmonized Customs Procedures and IT Connectivity

Harmonized customs procedures and IT connectivity was ranked as the second priority TFM for implementation in Namibia by the assessment team. Judging by the Category A measures that Namibia notified the WTO as being in compliance with, the country should have a number of functioning TFMs related to harmonized customs procedures. Elements such as common border procedures (article 10.7), as well as articles relating to pre-arrival processing and inspection, are designated as Category A.

As shown in Table above, 11 out of 18 respondents listed harmonized customs procedures and IT connectivity as a priority including six out of eight KIIs with private sector firms. Table 4 below presents the KII findings on the frequency of responses about the potential benefits and costs, as well as sequencing issues and obstacles for the implementation of harmonized customs procedures and IT connectivity.¹¹¹ They believe harmonizing customs procedures will reduce time and cost to trade, as well as paperwork and administration. Implementation of this TFM would lead to more certainty on costs to trade and when goods would reach the market. These observations were supported by academics that were interviewed. Public sector agencies were less vocal on this TFM. Likely because they have much less 'on the ground exposure' to dealing with customs organizations.

Figure 6 below shows that the online survey respondents rated harmonized customs procedures and IT connectivity as a high priority. Six out of 13 traders that responded to the online questionnaire ranked it as a high priority, while the remaining 7 ranked this TFM as a moderate priority. None indicated this TFM is a low priority, did not affect them or was an issue they were not aware of. This aligns with KII respondents whom regarded harmonizing customs procedures and improving IT connectivity as key issues for boosting intra-regional trade. As shown in Figure 4 above, the online survey respondents most frequently ranked this TFM as their number one priority among the nine selected TFMs as a priority for implementation in Namibia; closely followed by improved CBM.

Several traders that filled out the online survey specifically commented on negative customs issues at border posts, such as inefficient clearing of goods, bribery, difficulty of applying for exemptions of import duties and securing payments from cross-border trade partners. Many of the online respondents commented on the necessity to speed up the customs process and move goods faster, as this would reduce transport costs, which are high in the region.

¹¹¹ This table includes the responses from the KII respondents that raised this TFM as a priority during the KIIs including: six out of eight firm representatives, one of the three trade association representatives; two of the four public sector representatives; and two of the three trade facilitation policy experts/ academics interviewed during the KIIs.

FIGURE 6: NAMIBIA ONLINE SURVEY FINDINGS FOR HOW RESPONDENTS RATED HARMONIZED CUSTOMS PROCEDURES AND IT CONNECTIVITY

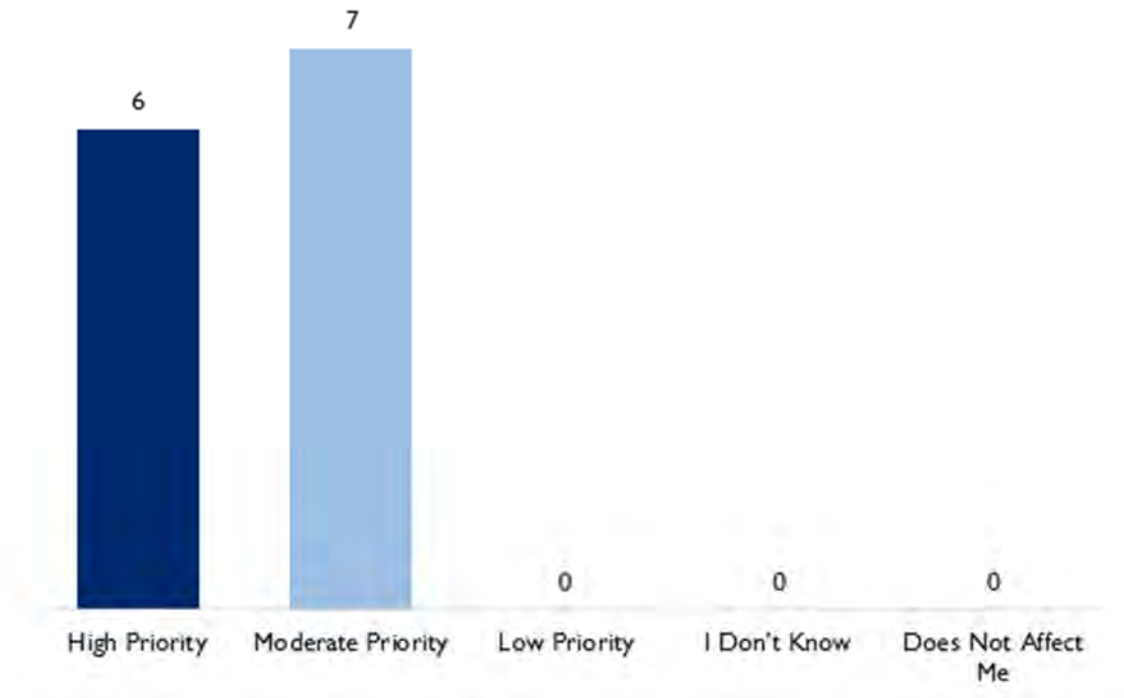


TABLE 4: KII FINDINGS FOR TFM PRIORITY #2: HARMONIZED CUSTOMS PROCEDURES AND IT CONNECTIVITY

Assessment Questions and Sub-questions	Private Sector – Firms 6/8	Private Sector – Associations 1/3	Public Sector – Bilateral & Multilateral 2/4	Academics, policy experts/ donors 2/3
TFM Priority #2 Harmonized Customs Procedures and IT Connectivity				
Assessment Question 1: What is the potential range of benefits associated with the implementation of this TFM?				
Reduced time to trade?	Yes – 6	Yes – 1	Yes - 2	Yes - 2
Reduced cost to trade?	Yes – 6	Yes – 1	Yes - 1 Maybe - 1	Yes - 2
Reduced paperwork and administration?	Yes - 5 Maybe – 1	Yes - 1	Yes - 1 Maybe - 1	Yes - 1 No - 1
More certainty on when goods will get to market?	Yes – 6	Yes - 1	Yes - 1 Maybe - 1	Yes - 2
More certainty on costs to trade?	Yes - 5 No – 1	Yes - 1	Yes - 2	Maybe - 2
More private sector actors interested in international trade?	Yes - 2 Maybe – 3	Yes - 1	Yes - 1 Maybe - 1	Yes - 1 Maybe - 1
Assessment Question 2: What is the potential range of costs associated with the implementation?				
Estimated cost to Implement?	Don't know - 5 Not asked – 1	Not asked - 1	Don't know - 2	Don't know - 1 Not asked - 1
How much time do respondents think is required for government to implement?	Not asked – 6	Not asked - 1	Don't know - 1 Not asked - 1	Not asked - 2
What types of costs/ resources do public sector respondents think are required to implement this TFM?	Not asked – 6	Not asked - 1	New equipment - 1 Hiring more staff -1 (maybe) Staff training - 2 Other - implementing new procedures, probably combing forms etc. A lot of this if not all would be covered in NSW - 1	Not asked - 2
Which of these costs would be the biggest government expense?			Staff training – 1	
Assessment Question 3: What is the feasibility and timeframe of the implementation?				
Are there other measures or steps that need to be taken before this TFM can be implemented?	Yes - 1 No - 3 Not asked – 2	No – 1	Yes - 2	No - 2
If yes, what are the steps or measure that need to be undertaken before implementation of this TFM?	Political will needs to be fostered – 1		NSW – 1 Common understanding of the WTO TFA between member states - 1	

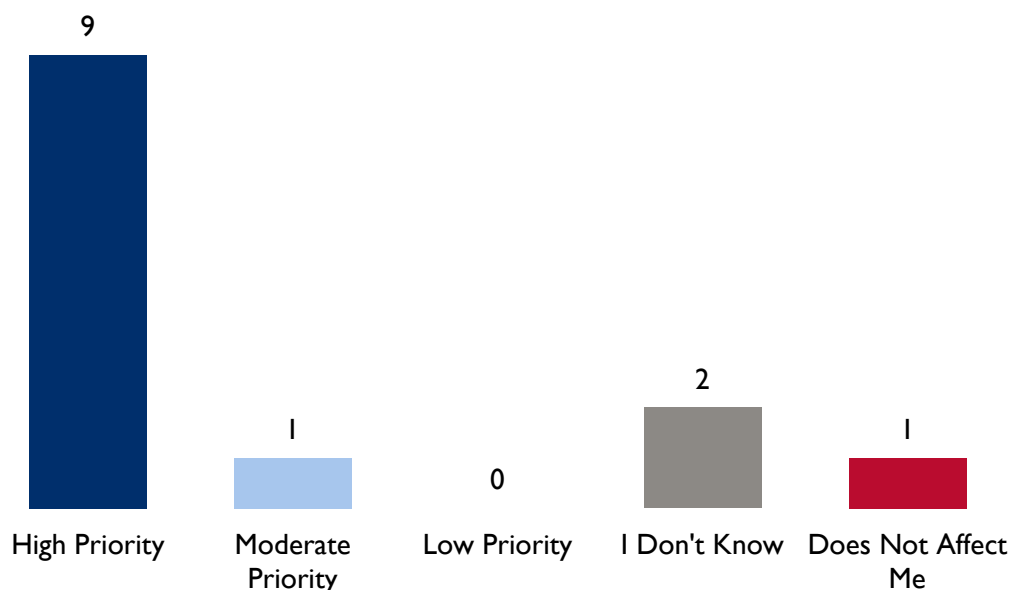
TFM Priority 3: Enhancing Seaports and Linking Infrastructure

Enhancement of seaports and linking infrastructure was ranked as the second priority TFM for implementation in Namibia by the assessment team. Table 5 below presents the KII findings on the frequency of responses about the potential benefits and costs, as well as sequencing issues and obstacles for the implementation of seaports and linking infrastructure enhancements.¹¹²

Figure 4 provides the results of how the 13 Namibian online survey respondents ranked the nine selected TFMs against each other in terms of how they would prioritize them based on the potential beneficial impacts for their firms. The online survey respondents attached a lower level importance to efficient seaports and customs clearing, ranking it sixth out of the nine TFMs. However, at fifth place they ranked increased rail transport and bulk cargo capacity. This would place the issue of infrastructure enhancements to improve efficiencies firmly in the middle of their priorities.

Figure 7 shows that the majority of the 13 Namibian online survey respondents rated increased rail transport and bulk cargo capacity as a high priority for implementation in Namibia. This reflects KII findings, in which several private sector respondents noted that hard infrastructure aspects of the creation of Namibia as a transport and logistics hub will require integrating rail into national plans. As shown in Figure 8, over half of the respondents (7 of 13) rated more efficient seaports and customs clearing as a high priority and three more rated it as a moderate priority. An online survey respondent noted that the rail network in Namibia was "aging and unreliable," and "not expanding with the rest of the economy." Another online survey respondent involved in importing through Walvis Bay commented that the port was congested and that the lack of skilled customs officials hampered the import of raw materials. The latter observation was reflected in some of the KIIs, although the Customs and Excise Directorate indicated they have recently invested in capacity building for port officials.

FIGURE 7: NAMIBIA ONLINE SURVEY FINDINGS FOR HOW RESPONDENTS RATED INCREASED RAIL CARGO BULK CAPACITY



¹¹² This table includes the responses from the eight KII respondents that raised this TFM as a priority during the KIIs including: four out of eight firm representatives, one of the three trade association representatives; one of the four public sector representatives; and two of the three trade facilitation policy experts/ academics interviewed during the KIIs.

FIGURE 8: NAMIBIA ONLINE SURVEY FINDINGS FOR HOW RESPONDENTS RATED EFFICIENT SEAPORTS AND CUSTOMS CLEARING

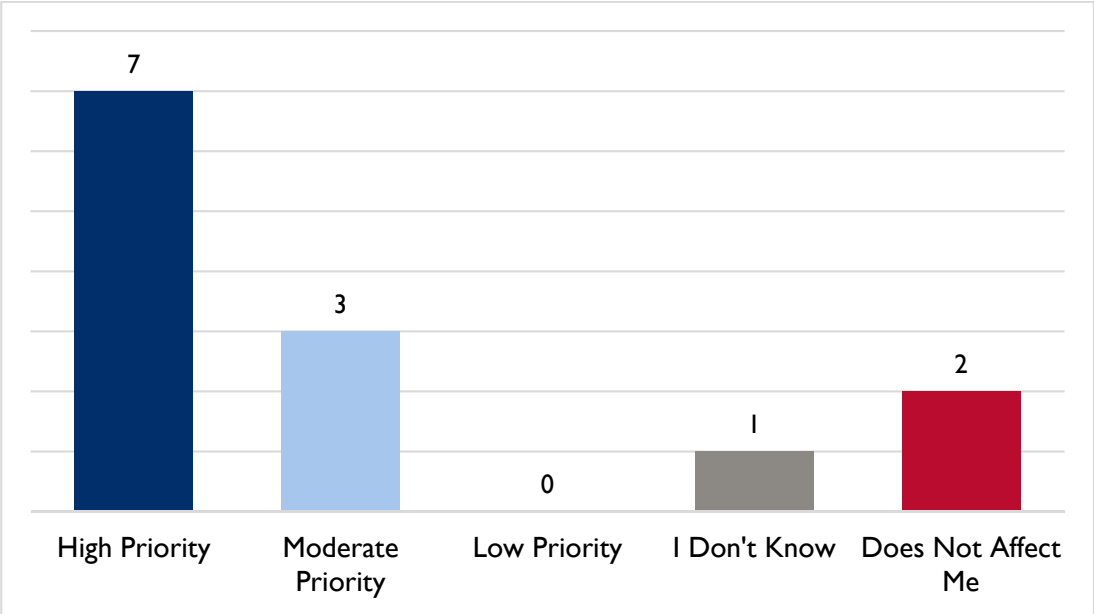


TABLE 5 KII FINDINGS ON TFM PRIORITY #3 MORE EFFICIENT SEAPORTS & LINKING INFRASTRUCTURE

Assessment Questions and Sub-Questions	Private Sector - Firms 4/8	Private Sector - Associations 1/3	Public Sector 1/4	Academics and Policy Experts 2/3
TFM Priority #3 More Efficient Seaports & Linking Infrastructure				
Assessment Question 1: What is the potential range of benefits associated with the implementation of this TFM?				
Reduced time to trade?	Yes - 2 Maybe – 2	Yes - 1	Yes - 1	Yes - 2
Reduced cost to trade?	Yes - 3 Maybe – 1	Maybe - 1	Yes - 1	Yes - 2
Reduced paperwork and administration?	Yes – 1	Maybe (indirectly) - 1	No - 1	Yes - 2
More certainty on when goods will get to market?	Yes – 3	Yes - 1	Yes - 1	Yes - 2
More certainty on costs to trade?	Yes - 3 Maybe – 2	Yes - 1	Yes - 1	Yes - 2
More private sector actors interested in beginning international trade?	Yes - 1 Maybe – 2	Maybe - 1	Maybe - 1	Yes - 2
Assessment Question 2: What is the potential range of costs associated with the implementation?				
Estimated cost to Implement?	Don't know – 4	> \$5m US - 1	Don't know - 1	Don't know - 2
How much time do respondents think is required for government to implement this measure?	Not asked – 6	Not asked - 1	More than 2 years - 1	Not asked - 2
What types of costs/ resources do public sector respondents think are required to implement this TFM?	Not asked – 6	Not asked - 1	New equipment - 1 Hiring more staff - 1 Staff training - 1 Other: addition of rail to the GRN implemented port infrastructure development - 1	Not asked - 2
Of these types of costs, which would be the biggest government expense to implement this measure?	Not asked – 6	Not asked - 1	Not asked - 1	Not asked - 2
Assessment Question 3: What is the feasibility and timeframe of the implementation?				

Are there other measures or steps that need to be taken before this TFM can be implemented?	Yes – 4	Yes - 1	Yes - 1	Yes - 2
If yes, what are the steps or measure that need to be undertaken before implementation of this TFM?	<ul style="list-style-type: none"> • Need for more and user specific bulk handling / storage facilities – 3 • Need planning for rail in the urban industry centers to include rail in the national transport plan – 2 • Upgrade both rail and rolling stock - 1 • Transnamib should be managed efficiently -1 • Remove political interference that made Transnamib unstable esp. vested labor interests – 1 • Training police officials - 1 	Reorganization of state owned enterprise (SOE) such as TransNamib - 1	Railway upgrades - 1	<ul style="list-style-type: none"> • Bringing back rail would be extremely helpful, to improve port efficiency also because the added maintenance on the road network in the absence of functioning rail is huge – 1 • Turnaround time of ships has improved because of added cranes -1 • Realistic look at what transport corridors can be viable and make money - 1
Any opinion on why this TFM hasn't been implemented yet?	<ul style="list-style-type: none"> • More training is needed. • Port is efficient but there is a lack of capacity being addressed through the port expansion. <ul style="list-style-type: none"> – Moving the containers inland is the real challenge. Transnamib doesn't have the capacity which mean the ships are waiting. – On the other hand, the client is waiting. Namport will charge fees for the storage, so now the client is forced to truck it in at higher cost. Even if it comes by train, containers are not delivered to the doorstep. • Port itself is fairly efficient, however, Namport is starting to behave as a monopolist charging import parity prices for services. 	<ul style="list-style-type: none"> • Corruption • Mismanagement of SOE including: shifting of CEO and Infighting • High costs of rail overhaul 	It's work in progress. The port is being expanded.	<p>a. Management changes required at Transnamib. A holistic vision needed on the transport hub and funds to implement infrastructure upgrades.</p> <p>b. The port offers huge opportunities. It's run reasonably well as far as African ports go but it is not up to world standard and still expensive and at times Also there is no clear linkage with the transport corridors. There are holes in the overall transport policy.</p>

	<ul style="list-style-type: none"> – The port is basically twice as expensive as Cape Town. Import parity prices make no difference for Namibian companies but it makes Namport uncompetitive. – The port follows a private sector strategy, not a national strategy aimed at making Namibia a regional transport hub. Apart from the fee structure, the port is not transparent when it comes to tenders. 			
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ANNEX VII: BIBLIOGRAPHY

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