

Internal Ex-Post Evaluation for Technical Cooperation Project

conducted by Kenya Office, Uganda Office, Tanzania Office, Rwanda Office, and Burundi Office: April, 2025

Country Name	Project on Capacity Development for International Trade Facilitation in the Eastern African Region
Republic of Kenya	
Republic of Uganda	
United Republic of Tanzania	
Republic of Rwanda	
Republic of Burundi	

I. Project Outline

Background	<p>The East African Community (EAC) was achieving growth by increasing its number of Partner States and implementing regional initiatives and customs policies. However, the region was still facing challenges in improving efficiency in border clearance and infrastructure, with intra- and inter-regional trade costs reported to be much higher than those in developed countries.</p> <p>To address these issues, the respective Revenue Authorities in the region and JICA had implemented technical cooperation projects, namely, the “Project on Capacity Building for the Customs Administrations of the Eastern African Region” (2007-2009) (hereafter, “Phase 1”) and the “Project on Capacity Building for the Customs Administrations of the Eastern African Region (Phase 2)” (2009-2013) (hereafter, “Phase 2”), which had helped build capacity for efficient border clearance based on the concept of one-stop border posts (OSBPs) and facilitate trade in the region. This project, namely, the “Project on Capacity Development for International Trade Facilitation in the Eastern African Region” (2013-2017) (hereafter, “Phase 3” or “this project”), was implemented to further support the efforts of the EAC and its Partner States in facilitating border procedures, including the operationalization of OSBPs.</p> <p>* Rwanda and Burundi joined the projects from Phase 2.</p>		
Objectives of the Project	<p>Through operating the targeted land borders efficiently, enhancing the capacity of Customs administrations, enhancing the capacity of Customs Clearing & Forwarding Agencies (CCFAs), and developing a framework for the regional accreditation system for CCFAs in the Eastern African region, this project aims at enhancing the capacity for efficient and regionally harmonized border clearance at the targeted borders, thereby contributing to the enhancement of trade facilitation in the region.</p> <ol style="list-style-type: none"> Overall Goal: Trade facilitation is enhanced in the Eastern African region. Project Purpose: The capacity for efficient border clearance at the targeted borders is enhanced. 		
Activities of the Project	<ol style="list-style-type: none"> Project Site: Burundi, Kenya, Rwanda, Tanzania, and Uganda. Target borders: Namanga (Kenya/Tanzania) and Rusumo (Tanzania/Rwanda) Main Activities: Operation of OSBPs, improvement and rollout of the OSBP ICT system (Real Time Monitoring System / Cargo Control System (RTMS/CCS)), training of Master Trainers (MTs), training on risk management, Joint Border Surveillance (JBS) / Joint Water Surveillance (JWS) at locations including Namanga, Malaba, Busia, Rusumo, Gatuna/Katuna, Kobero/Kabanga, and Lake Victoria, training of CCFAs, establishment of the regional accreditation system for CCFAs Inputs (to carry out above activities) <div> <div>Japanese Side</div> <div> <ol style="list-style-type: none"> Experts: 52 persons (7 long-term experts, 35 short-term experts, 10 OSBP experts (Japanese consultants), and 9 local consultants Trainees received: 33 persons Equipment: system/equipment for RTMS/CCS and JBS/JWS Local operational expenses </div> </div> <div> <div>Partner Countries’ Side (Kenya, Uganda, Tanzania, Rwanda, and Burundi)</div> <div> <ol style="list-style-type: none"> Staff allocated: 12 persons (Project Directors and Project Managers from each counterpart country) and Working Group / Task Force members Project office and facilities: The project office at the Kenya Revenue Authority headquarters Project operational expenses </div> </div> 		
Project Period	(ex-ante) December 2013 – December 2017 [48 months] (actual) December 2013 – December 2017 [48 months]	Project Cost (Japanese side only)	(ex-ante) 1,010 million yen, (actual) 928 million yen
Implementing Agency	Kenya Revenue Authority (KRA) Uganda Revenue Authority (URA) Tanzania Revenue Authority (TRA) Rwanda Revenue Authority (RRA) Office Burundais des Recettes (OBR) Directorate General of Immigration and Emigration (DGIE), the Republic of Rwanda		
Cooperation Agency in Japan	Customs and Tariff Bureau, Ministry of Finance, Japan PADECO Co., Ltd.		

II. Result of the Evaluation

<Special Perspectives Considered in the Ex-Post Evaluation>

- Deriving a single evaluation from the situation in five countries: Basically, the evaluation judgment was made by averaging the situation in each country with the following exceptions: (i) if otherwise specified in Indicators, and (ii) the sub-rating for Efficiency (made by comparing the total

input with the plan).

- Indicator 1 of the Project Purpose and Indicator 2 of the Overall Goal: These indicators measure the degree of decrease in clearance time at OSBPs, but for both baseline and endline, the data source, the Time measurement survey (TMS), used dwell time at the borders, including waiting time. Therefore, dwell time was used to determine the achievement level of these indicators.
- Indicator 3 of the Overall Goal: The indicator reads, “The cost and time of the movement of cargoes and people in the region is reduced.” This statement allows for the interpretation that the indicator measures the overall efficiency of logistics and human flow in the region in general. However, this project worked on procedural efficiency at land borders, and the terminal evaluation verified this indicator by analyzing cost and time savings before and after converting border posts to OSBPs. Therefore, this ex-post evaluation also interpreted Indicator 3 as a reduction in the dwell time at OSBPs. To get the actual values of this indicator, various data, including vehicle operation cost by vehicle type, cargo values and its degradation rate over time (by type of cargo), breakdown of time spent for each procedure, cargo volume, transport volume, etc., must be collected and analyzed. However, it is difficult to conduct a similar analysis with limited available resources for internal ex-post evaluation. The cost-benefit analysis performed in the terminal evaluation (2017) showed that the cost is reduced as the clearance time is reduced. Therefore, the ex-post evaluation did not conduct this analysis but deemed Indicator 3 to be achieved if the clearance time for Indicator 2 was reduced.
- It should be noted that the outcomes of this project are also attributable to Phase 1 and Phase 2, which had supported the introduction of the OSBP concept, ICT system, training of MTs, JBS/JWS, training of CCFAs, and the regional accreditation system for CCFAs. Likewise, the impacts and sustainability of this project are also attributable to Phase 4 (the Project on Capacity Development for Trade Facilitation and Border Control in East Africa, 2017-2022), which further supported the operationalization of OSBPs, training of MTs, and training by MTs.

1 Relevance/Coherence

[Relevance]

<Consistency with the Development Policy at the Time of Ex-Ante Evaluation >

The project was consistent with the development policy of the five countries at the time of ex-ante evaluation. In the EAC region, the transition to a customs union had been underway since 2005 to promote intra-regional trade liberalization through regional integration. “The EAC Customs Management Act” (EACCMA) was enacted in 2004 to improve the efficiency of customs clearance procedures in the region. “The EAC OSBP Act” was passed by the EAC Legislative Assembly in April 2013, aiming to introduce the OSBP concept, which would contribute to more efficient border logistics. Efforts were underway throughout the region to improve logistics efficiency. Also, in the mid-term plan of the Revenue Authorities (RAs) of the Partner States at the time, the facilitation of customs procedures with a view to regional integration was positioned as a priority measure, alongside revenue enhancement, compliance enhancement, and appropriate border enforcement.

<Consistency with the Development Needs at the Time of Ex-Ante Evaluation >

The project was consistent with the development needs of the five countries at the time of ex-ante evaluation. As mentioned in “Background” above, capacity development for border procedures, including the operationalization of OSBPs, was needed for trade facilitation in the region.

<Appropriateness of Project Design/Approach>

The project design/approach was appropriate. No problem attributed to the project design/approach was confirmed. As considerations to ensure fairness for marginalized people, the points highlighted by RAs can be summarized as follows: (i) new OSBPs with ramps to help people on wheelchairs, (ii) new OSBPs with single banking halls for all agencies operated there (including government agencies in immigration, health, standards, security etc. and the private sector, besides customs), improving collaboration, (iii) installing chairs to help all people seat waiting for the operations at some OSBPs, (iv) ensuring faster clearance to vulnerable women traders at some OSBPs, (v) extending training/sensitization to all relevant stakeholders including government agencies, facilitation agencies at borders, private sector players, and the general community local leadership, and (vi) creating jobs around the border areas that favored the vulnerable groups. Lessons learned from past projects, e.g., consideration and responses to external conditions during the planning and implementation stages, were utilized. For example, OSBP procedure management training was expanded to include other government agencies, creating a strong working relationship between various government agencies of both countries, which facilitated legal trade seamlessly.

<Evaluation Result>

In light of the above, the relevance of the project is ③¹.

[Coherence]

<Consistency with Japan’s ODA Policy at the Time of Ex-Ante Evaluation>

The project was consistent with the Japan’s ODA policy to the Eastern African region and the five countries at the time of ex-ante evaluation.

At the regional level, the Japanese government expressed commitment to assisting Africa’s OSBPs at the Fourth Tokyo International Conference on African Development (TICAD IV) in May 2008 and at the G8 Finance Ministers Meeting in June of the same year. One of the priority objectives of the Yokohama Action Plan for the TICAD V in June 2013 was to promote intra-regional and inter-regional trade through the promotion of regional integration for regional development, especially trade-related infrastructure development, trade facilitation, elimination of trade barriers, and capacity building of national governments and regional economic communities.

At the country level, although not many of the relevant assistance policies explicitly mentioned trade facilitation / customs enhancement in their priority areas, they were consistent with the direction of this project in the following aspects.

- Kenya: “The Country Assistance Policy for the Republic of Kenya” (2012) did not specifically mention trade facilitation / customs enhancement among its priority areas (the most relevant priority area was “economic infrastructure development.”) However, for its assistance for Kenya in 2013, the Japanese government noted that there was a need to provide support from the perspective of overall regional development, not only for Kenya but also for the East African region, particularly focusing on Kenya’s leading activities in

¹ ④ : very high, ③ : high, ② : moderately low, ① : low

the EAC, such as regional infrastructure and customs assistance.²

- Uganda: “The Country Assistance Policy for the Republic of Uganda” (2012) did not specifically mention trade facilitation/customs enhancement in its priority areas (the most relevant priority area was “infrastructure development to achieve economic growth.”)
- Tanzania: “The Country Assistance Policy for the United Republic of Tanzania” (2012) did not specifically mention trade facilitation / customs enhancement in its priority areas (the most relevant priority areas were “infrastructure development sustaining economic growth and poverty reduction” and “improvement of public services to all citizens.”) However, it also states “Japan will develop future cooperation in Tanzania by taking the following points into consideration; 1) development needs in neighboring countries, 2) linkage between Japan’s Country Assistance Policy along with ODA projects in Tanzania and those in neighboring countries so as to achieve sustainable and steady economic growth, together with poverty reduction in the East African region as a whole.”
- Rwanda: The Country Assistance Policy for the Republic of Rwanda (2012) held “economic infrastructure development from the viewpoints of regional development within the EAC and the development of international corridors,” including capacity development of customs.
- Burundi: The direction of Japan’s assistance for Burundi as of 2013, which was based on the second economic cooperation dialogue (2008), did not specifically mention trade facilitation / customs enhancement in its priority areas (the most relevant priority area was “improvement of the basic living environment” that includes the economic infrastructure development).³

<Collaboration/Coordination with JICA’s other interventions>

The collaboration/coordination between the project and other JICA projects was planned at the time of ex-ante evaluation or during the project period and was implemented, the positive effects were confirmed at the time of ex-post evaluation. According to the KRA and the TRA, “the Arusha-Namanga-Athi River Road Development Project” (ODA loan project in Tanzania; L/A signed in 2007), which included the construction of Namanga OSBP, worked well with this project in facilitating smooth movement of goods. According to the RRA, “the Project for Construction of Rusumo International Bridge and One Stop Border Post Facilities” (Grant aid project in Tanzania and Rwanda; G/A signed in 2011), which included the construction of Rusumo OSBP, facilitated logistics in the target border area and realized the operationalization of Rusumo OSBP together with the capacity development by this project. “The Rusumo-Kayanza Road Improvement Project” (ODA loan project in Rwanda; L/A signed in 2016) was highly linked to this project and attained the reduction of logistic costs and the improvement of social and economic empowerment of residents along the project road.

<Cooperation with other institutions / Coordination with international framework>

The cooperation/coordination with regional frameworks and interventions supported by other development partners was planned at the time of ex-ante evaluation (or during the project period) and implemented as planned, and the positive effects were confirmed at the time of ex-post evaluation. According to RAs, the EAC’s common customs framework and the EAC OSBP Act and related tools are utilized/applied at all OSBPs. Overall, this project worked closely with other support agencies, including the World Customs Organizations (WCO),⁴ the Trademark East Africa (TMEA), and other multilateral and bilateral aid agencies, through the EAC that aided harmonization and deliverables. Such coordination impacted the achievement of the objectives of this project. “The Bujumbura-Ruhwa-Kamembe Road Improvement Project” (African Development Bank, 2009-2012) also helped facilitate the smooth movement of goods.

<Evaluation Result>

In light of the above, the coherence of the project is ③.

[Evaluation Result of Relevance/Coherence]

In the light above, the relevance/coherence of the project is ③.

2 Effectiveness/Impact

<Status of Achievement of the Project Purpose at the Time of Project Completion>

At the time of project completion, the Project Purpose was mostly achieved as planned.

At the Rusumo OSBP, the reduction in clearance time was achieved beyond the plan for both cargo and passengers, thanks to the facility development by the above-mentioned grant aid project and the operationalization of the OSBP under this project. Namanga OSBP became operational after the endline survey in 2017, thus, the reduction in clearance time at Namanga OSBP was not achieved for either cargo or passengers. (Indicator 1).

The operational experiences at Namanga and Rusumo OSBPs were documented in “the OSBP Sourcebook” (second edition). This publication, to which the project contributed, served as a reference for all African countries (Indicator 2).

Some recommendations on risk management (RM) from Japanese experts were implemented by some RAs, including the establishment of risk management units (Indicator 3).

A regional model bill for the self-regulation of CCFAs, known as “the Model Customs Agents and Freight Forwarders Management Bill 2017” (hereafter “the Model Bill”), was developed to provide harmonized regional legal guidance. The Model Bill was intended for use as a reference in drafting national legislation, although the creation of country-specific legal frameworks was still underway (Indicator 4).

<Continuation Status of Project Effects at the Time of Ex-Post Evaluation>

By the time of the ex-post evaluation, the project effects have been continued. The level of performance of the Project Purpose indicators are as follows.

- 1) OSBP operation. The two target OSBPs have been operational. Cargo clearance times were significantly reduced in the direction from Kenya to Tanzania at Namanga OSBP and in the direction from Tanzania to Rwanda at Rusumo OSBP. On the contrary,

² ODA Country Data Collection (2013)

³ ODA Country Data Collection (2009, 2013)

⁴ During the Project, JICA and the WCO signed a Memorandum of Cooperation (MOC) in January 2015, which led to the launching of the JICA/WCO Joint Project on Trade Facilitation in Africa in July 2016. Based on this collaboration, a Joint Project Unit was established in the WCO, and since then, the project has benefited from WCO expertise, tools, and instruments, particularly for enhancing the capacity of Customs administrations.

based on the data from baseline survey 2014 and TMS 2021, cargo clearance time at Namanga OSBP from Tanzania to Kenya increased from before the project started (before the border was converted to OSBP). Target achievement for passengers cannot be verified except for the above Rusumo OSBP case due to lack of baseline or endline data, but the recent passenger clearance time is around 30 minutes, which is not too long considering that the clearance time for bus passengers is measured from when a bus arrives at the border till all passengers complete the procedures and the bus leaves the border. According to the relevant RAs, the promoting factors include (1) the collaboration and sharing of information among all agencies under one roof, (2) enough verification space (parking lot), (3) the installation of cargo scanners (Kenya side at Namanga OSBP), (4) the simplified customs regime for goods below 2,000 US dollars, and (5) the Single Customs Territory (SCT) regime.⁵ The inhibiting factors include (1) lack of scanner (Tanzania side at Namanga OSBP), (2) the SCT regime not being fully introduced yet, (3) cargo handling not open 24 hours a day, (4) late documentation by clearing agents, and (5) disintegration or system down of the ICT system. Of these inhibiting factors, (1) and (3) are pointed out as the main reasons for the increase in transit time for cargo from Tanzania to Kenya at Namanga OSBP.

- 2) Utilization of the Rusumo and Namanga experience. “The OSBP Sourcebook”, which demonstrates experiences from the target OSBPs, continues to be utilized for the development of OSBPs. The third edition of the OSBP Sourcebook was published in 2022.
- 3) Incorporation of the risk-based approach. The risk-based approach has been embedded in policies/procedures at all RAs. According to the URA and RRA, training by Master Trainers (see below) includes RM in its topics.
- 4) National legal framework for the accreditation system for CCFAs. The draft national bill has been developed in all five countries, and discussions are underway with relevant agencies to fulfill requirements for submission to Parliament. In Kenya, Uganda, Burundi, and Rwanda, the draft bill has been adopted by industry stakeholders.

The status of other major activities supported by the project are as follows. The continuation status is mixed.

- 1) OSBP ICT system. The RTMS/CCS introduced by this project has been used only to a limited extent, mostly due to a lack of integration with the existing customs management systems of respective RAs.
 - In Kenya, a module called C32 of the CCS, for the temporary import and export of vehicles, had been properly used until October 2023. Currently, the KRA is transitioning this function to a new system called the Integrated Customs Management System (iCMS), which is replacing their existing system called Simba.
 - In Uganda, RTMS is used for over 80% of import entities at six OSBPs and CCS for 30% of temporary import and export of vehicles at 30 borders (RTMS/CCS is used in parallel to the existing customs management system called the Automated System for Customs Data (ASYCUDA)).
 - In Tanzania, RTMS/CCS was used at the beginning but not any longer as it was not well integrated into their system called the Tanzania Customs Integrated System (TANCIS).
 - In Rwanda and Burundi, RTMS/CCS has not been rolled out, and RRA and OBR have used their systems called the Single Window System and the Electronic Cargo Tracking System (ECTS), respectively.
- 2) JBS/JWS. Regarding JBS activities, information sharing at borders is continued through mechanisms such as joint border coordination committees and expanded to more borders.⁶ Regarding joint operations (joint border surveillance), small-scale activities are carried out on daily basis, and large-scale activities are carried out every two or three months. Large-scale joint operations are affected by inadequate motor vehicles. JWS on Lake Victoria is not continued due to a lack of necessary equipment. URA mentioned that considering the size of the lake, water surveillance support provided under this project (patrol boats) is not suitable/enough to cover long distances or to carry out multiple patrols.
- 3) Master Trainers. The continuation status of training by MTs is different by country as follows.
 - In Kenya, KRA acknowledged that the training is continued, but the Master Trainers Program by MTs has not been tracked since project completion due to frequent transfers and no tracking records are maintained for the trainings.
 - In Uganda, there are 25 active MTs. Training for URA officers is conducted every quarter and for CCFAs twice a year, and the MTs also continue to support the knowledge transfer to other RAs, such as South Sudan, to improve their customs procedures at borders.
 - In Tanzania, three out of the six MTs produced are only partially active as they are scattered due to transfers, promotions, and retirement. The TRA also shared some challenges, such as a lack of collaboration between training institutes and the MTs/project, a lack of coordination (e.g., from the EAC: although a good program, it was not anchored somewhere strong, such as in the Institute of Tax Administration (ITA), TRA’s training institutions),⁷ and lack of ownership. MTs continuously use the training materials developed under this project.
 - In Rwanda, there are 31 active MTs, and they provide training for RAs and CCFAs during induction courses, on-the-job training, refresher courses, and other training sessions.
 - In Burundi, there are 10 active MTs, and training for OBR officers and CCFAs is conducted twice a year. Challenges include a lack of handover of MTs to the EAC for further use of them and a lack of refresher training for MTs.

<Status of Achievement of the Overall Goal at the Time of Ex-Post Evaluation>

At the time of ex-post evaluation, the Overall Goal has been mostly achieved as planned. After the project completion, the conversion of border facilities into OSBPs is gradually progressing with funding from the TMEA, World Bank, African Development Bank, and

⁵ The SCT regime is to remove duties and other trade restrictions including minimization internal border controls within the EAC territory.

⁶ The following OSBPs have joint border committees: Namanga, Malaba, Busia, Gatuna/Katuna Isebania/Sirari (Kenya/Tanzania), Mutukula/Mutukula (Tanzania/Uganda), Kagitumba/Mirama Hills (Rwanda/Uganda), and Rusumo/Rusumo (Rwanda/Tanzania).

⁷ ITA sometimes invites experts from TRA to give lectures, but there is a lack of understanding of who the MTs are, and it is not often considered whether those experts are actually MTs.

others (Indicator 1).⁸ Available data on the change in the average dwell time before and after OSBP introduction was limited, but to that extent, the reduction targets were generally met (Indicators 2 and 3). As mentioned before, the creation of country-specific legal frameworks has been progressing, though the model bill has not been effective yet in any of the five countries. The KRA, URA, and TRA acknowledged that the regional Model Bill mentioned above was useful as a template for the national bill (Indicator 4).

<Other Impacts at the Time of Ex-Post Evaluation>

Negative impacts have not been reported. As positive impacts, the KRA and URA reported the following:

- The efficiency of border operations has been enhanced after OSBPs as the duplication of staff and facilities in the two sides of the borders have been reduced, and facilitation costs have been saved by using shared facilities such as generators.
- Women trading groups were provided offices in the OSBPs and trained there, which facilitated their empowerment faster.
- The OSBP concept has brought on board the formation of cross-border traders' associations, which have become able to lobby for their interests in trade facilitation.
- The communities near Malaba OSBP can now access free health services from the health facilities at the OSBP.
- People benefited from the good infrastructure of the OSBPs, including rest areas.
- The increase in trade volumes has provided employment to local communities.
- Gender equality in service delivery has been enhanced as traders and communities now have unlimited access to border officials where issues can be reported.
- There is also more transparency amongst the government agencies and private sector.

<Evaluation Result>

In light of the above, the effectiveness/impact of the project is ③.

Achievement of Project Purpose and Overall Goal

Achievement of Project Purpose and Overall Goal							
Aim	Indicators	Results				Source	
(Project Purpose) The capacity for efficient border clearance at the targeted borders is enhanced.	Indicator 1 The clearance time of cargoes and people (from entry to exit) at the targeted borders including Namanga and Rusumo where OSBPs are introduced is reduced by 30% for cargoes and 20% for people on average.	Status of the Achievement (Status of the Continuation): partially achieved (partially continued) (Project Completion) (Ex-Post Evaluation) Dwell time (mean time including waiting time) at Namanga and Rusumo OSBPs				JICA documents, KRA, TRA, RRA, OBR	
	OSBP	Direction	Baseline Survey (2014)	Project Completion Endline Survey (2017)	Ex-post Evaluation		
	Namanga (Cargoes)	Kenya to Tanzania	22h47m	No data (no TMS, as OSBP was not yet operational.)	10h14m (55% reduction) in TMS 2021 ⁹		
		Tanzania to Kenya	9h51m	Ditto	22h14m (126% increase) in TMS 2021 ¹⁰		
	Namanga (People)	Kenya to Tanzania	No data (no TMS)	Ditto	The rate cannot be calculated. 0h59m in TMS 2021		
		Tanzania to Kenya	No data (no TMS)	Ditto	The rate cannot be calculated. 0h36m in TMS 2021		
	Rusumo (Cargoes)	Tanzania to Rwanda	8h42m	2h20m (73% reduction)	Less than 30 minutes (more than 94% reduction) in 2023		
		Rwanda to Tanzania	No data (no TMS, as most cargoes are westbound)	No data (no TMS)	The rate cannot be calculated. Less than 30 minutes in 2023		
	Rusumo (People)	Tanzania to Rwanda	1h30m	0h17m (81% reduction)	The rate cannot be calculated. 90% of passengers are truck drivers that are already in the system this can't take more than 5 minutes. The rest category is the border community, and the standard operating time is less than 30 minutes in 2023.		
		Rwanda to Tanzania	1h27m	0h18m (79% reduction)	No data		
	Indicator 2 Indicator 2: The targeted land borders where OSBP are introduced in this Project are utilized as a reference for the rollout of introduction of OSBP at other land borders.	Status of the Achievement (Status of the Continuation): mostly achieved as planned (continued) (Project Completion) • Key insights from the Namanga and Rusumo OSBPs were captured in the JICA-supported OSBP Sourcebook (second edition), published in May 2016, to guide OSBP implementation across Africa. (Ex-Post Evaluation) • The OSBP sourcebook is still utilized. The third edition was published in June 2022. • The TRA and URA acknowledged that the lessons learned from the Rusumo and Namanga OSBPs have been utilized in the operation of other OSBPs.					JICA documents, KRA, URA, TRA, OBR
	Indicator 3	Status of the Achievement (Status of the Continuation): mostly achieved as planned					JICA

⁸ Among the monitored borders, Ruhwa OSBP (Burundi/Rwanda) was operational until 11 January 2024 when the Burundi government decided to close all its land borders with Rwanda due to political crisis.

⁹ If excluding waiting time, some cargo is cleared in less than 90 minutes in 2022 and 2023 depending on the nature of goods.

¹⁰ Ditto. In addition, the business is closed at 10:00 PM for cargo on the Tanzania side.

	<p>The risk-based approach is further incorporated into the border management procedures.</p>	<p>(continued)</p> <p>(Project Completion)</p> <ul style="list-style-type: none"> The Japanese experts prepared recommendations for each RA on customs risk management. Some of them were implemented (e.g., creating an information collection section (URA) and the risk management (RM) Taskforce (TRA)). At the JICA/WCO Joint Workshop on Risk Assessment and Selectivity in May 2017, participating RAs revisited and updated their respective country recommendations. With the increased understanding of the risk-based approach, RAs conducted inspections at OSBPs based on risk-based selectivity criteria. <p>(Ex-Post Evaluation)</p> <ul style="list-style-type: none"> Kenya: KRA's iCMS has embedded risk rules and alerts for verification officers. Also, each station/unit of the KRA identifies risks to be included in the Enterprise Risk Management System. Uganda: The URA has a risk management policy, and the risk management guidelines provided by the URA management include risk identification, analysis, controls, and monitoring/communication. At OSBPs, the use of selectivity analysis and Non-intrusive Inspection techniques are a major boost to risk management. Tanzania: The Tanzania Customs Integrated System (TANCIS) performs automatic risk assessment and provides signals for each declaration. The TRA also has an enterprise-wide system with monthly risk management meetings to update TRA's risk profiles and TANCIS. Burundi: Customs selectivity criteria are used in border management procedures. Non-intrusive Inspections are performed. Rwanda: The RRA verifies documents based on the risk identified using the Single window system. 	<p>documents, KRA, URA, TRA, RRA, OBR</p>												
	<p>Indicator 4</p> <p>The legal framework for a national accreditation system for CCFAAs is agreed upon among stakeholders to be submitted to the responsible agencies.</p>	<p>Status of the Achievement (Status of the Continuation): partially achieved (mostly achieved and continued)</p> <p>(Project Completion)</p> <ul style="list-style-type: none"> With the support of this project, the regional Model Bill on self-regulation of CCFAAs was developed as a regionally harmonized legal guidance. Each country was expected to develop a national law based on the regional Model Bill as well as to develop a regulatory framework to make this accreditation initiative more effective. While some countries (Tanzania and Kenya) started drafting and a consultation process, it was expected that it would take time to finalize the bill and amendment. <p>(Ex-Post Evaluation)</p> <ul style="list-style-type: none"> The draft national bill has been prepared in all five countries and adopted by industry stakeholders in Kenya, Uganda, Rwanda, and Burundi. <ul style="list-style-type: none"> Kenya: The draft bill has been adopted by industry stakeholders and feedback from the Customs was received. Seeking no objection from regulatory agencies and other logistics industry stakeholders such as transporters and the importers and exporters. Uganda: The draft bill has been adopted by industry stakeholders. Process currently being considered by the Ministry of Works and Transport under the logistics unit. An initial regulatory impact assessment (RIA) financed by the Ministry of Works and Transport was done. Its completion has been hampered by budgetary limitations. An RIA is a pre-requisite for any government sponsored legislation in Uganda. Tanzania: The draft bill is awaiting harmonization between industry players in Mainland Tanzania and Zanzibar before it can be presented to the Ministry of Transport and Treasurer. Rwanda: The draft bill has been adopted by industry stakeholders. It has been reviewed by the Law Reform Commission as a vital step before the bill be submitted to the parliament. The draft bill has not been endorsed by the Customs, a key government agency. The draft bill requires translation to French and Kinyarwanda as a requirement for public participation. Burundi: The draft bill has been adopted by industry stakeholders and submitted to the Ministry of Finance for consideration. The draft bill requires translation to French and Kirundi as a requirement for public participation. 	<p>JICA documents, KRA, TRA, OBR</p>												
<p>(Overall Goal)</p> <p>Trade facilitation is enhanced in the Eastern African region.</p>	<p>Indicator 1</p> <p>The number of the borders which have introduced OSBP is increased.</p>	<p>Status of the Achievement: mostly achieved as planned</p> <p>(Ex-Post Evaluation)</p> <p>The number of operational OSBPs among 22 borders mentioned in the terminal evaluation</p> <table> <tr> <th></th><th>2017</th><th>2022</th><th>2023</th></tr> <tr> <td>Fully operational</td><td>10</td><td>14</td><td>14</td></tr> <tr> <td>Partially operational (including two-stop operation)</td><td>4</td><td>3</td><td>3</td></tr> </table>		2017	2022	2023	Fully operational	10	14	14	Partially operational (including two-stop operation)	4	3	3	<p>JICA documents, KRA, URA, TRA, RRA, OBR</p>
	2017	2022	2023												
Fully operational	10	14	14												
Partially operational (including two-stop operation)	4	3	3												

		Not operational (including construction not started/completed)	8	5	5	
Indicator 2 The average clearance time of cargoes and people at the borders which have introduced OSBPs is reduced by 30% for cargoes and 20% for people.	Status of the Achievement: mostly achieved as planned (Ex-Post Evaluation) Average dwell time before and after the introduction of OSBP at the borders where data was available					JICA documents, KRA, URA, TRA, RRA, OBR
Indicator 3 The cost and time of the movement of cargoes and people in the region is reduced.	OSBP	Comparison period	Cargo	People		
	Namanga	From 2014 to 2019	58% reduction	No data		
	Rusumo	From 2014 to 2019	73% reduction*	80% reduction		
	Malaba	From 2017 to 2023	78% reduction	22% reduction		
	Busia	From 2017 to 2023	47% reduction	11% reduction		
	Elegu	From 2017 to 2023	11% reduction	41% reduction		
	Kobero	From 2014 to 2018	36% increase**	No data		
	* Data was available only for one direction (see Project Purpose Indicator 1). ** Reasons for the increase are not available. Note on Elegu: The OSBP infrastructural developments are complete on Uganda side (Elegu) but incomplete at Nimule South Sudan hence the full benefits of the OSBP cannot be realized which is reflected in the low score on cargo.					
Indicator 4 The legal framework for the accreditation system for CCFA becomes effective in the region.	Status of the Achievement: not achieved (Ex-Post Evaluation) See Project Purpose Indicator 4 above.					

3 Efficiency

Both the project cost and the project period within the plan (the ratio against the plan: 92% and 100%, respectively. Outputs were produced as planned. In the light above, the efficiency of the project is ④.

	Project Cost (Japanese side only, yen)	Project Period (months)
Plan (ex-ante)	1,010 million yen	48 months
Actual	928 million yen	48 months
Ratio (%)	92%	100%

4 Sustainability

<Policy Aspect>

At the regional level, laws and documents such as the EACCMA (enacted in 2004), “the EAC OSBP Act” (enacted in 2016), “the EAC OSBP Procedures Manual” (published in 2016), “the OSBP Sustainability Strategy 2021/22-2025/2026”, support the improvement of border operations through OSBPs. At the country level, RAs facilitate border operations and rollout OSBPs in accordance with these regional customs/OSBP-related laws/tools. Border agencies in respective countries are working on updating the EAC OSBP Procedures Manual. The government of Tanzania started to develop “the National OSBP Sustainability Strategy”, which will allow the government to set aside funds to finance OSBP operations.

<Institutional/Organizational Aspect>

There is an established organizational structure to sustain the project effects: aligning with the institutional framework set by the EAC, each country has set its border operation structure: the lead agencies at borders are the KRA (Kenya), the URA (Uganda), the TRA (Tanzania), the OBR (Burundi), and the DGIE (Rwanda). In Rwanda, the DGIE leads the operation of borders in cooperation with the RRA and other agencies. At each border, the border management committee (chaired by the lead agency) and joint border coordination committee (co-chaired by the lead agencies of both countries) have been formed and are functional to ensure effective cooperation and coordination of border agencies.

Regarding staffing, the URA reported that the number of staff is not sufficient: plans are underway to secure more funding to support further staff recruitment. The KRA and the TRA reported that the number of staff is sufficient to sustain the project effects, while training is continuously needed due to personnel transfers (the need for training was also mentioned by the URA, RRA, and OBR). The TRA also commented that MTs trained under the project are not utilized: some MTs have been transferred from the ITA to other places.

<Technical Aspect>

According to RAs, responsible personnel generally have sustained the necessary skills/knowledge to continue the activities supported by the project, and institutionalized mechanisms of staff training are in place in each country. Relevant manuals and guidelines are utilized in all countries. Specific challenges mentioned by some implementing agencies include the necessity to revive the Master Trainers Program or to conduct MT refresher training (Kenya and Burundi), insufficient skills/knowledge for CCFA accreditation systems (Tanzania), and high staff turnover/exit (Rwanda and Burundi), but these may not significantly decline future sustainability.

<Financial Aspect>

According to RAs, the budget necessary for border operations is generally secured, but there are some issues. The KRA commented that the training budget could rely only on ad hoc funding from development partners. The URA and the OBR commented that the budget is allocated by the government and development partners, but there are constraints, and prospects for improvement are uncertain. On the other hand, the TRA commented that the financing is planned in a sustainable way since OSBP operations have a significant contribution to revenue generation. The RRA is also mobilizing more funds/resources for sustainability.

<Environmental and Social Aspect>

No issue on environmental and social aspect has been observed, and it has not been necessary to take any countermeasures.

<Evaluation Result>

In light of the above, slight problems have been observed in terms of the technical aspect, and some problems have been observed in terms of the financial aspects of the implementing agency. Therefore, the sustainability of the project effects is ③.

5 Summary of the Evaluation

The project mostly achieved the Project Purpose of enhancing the capacity for efficient border clearance at the target borders and the Overall Goal of enhancing trade facilitation in the Eastern African Region. This project, with the contribution of other interventions, has realized the introduction/operations of OSBP and human resource development, while the ICT system has not continued to do much.

Considering all of the above points, this project is evaluated to be highly satisfactory.

III. Non-score Items

Additionality and Creative Values:

- “JICA/WCO Joint project on Trade Facilitation in Africa” was an effective approach of partnership between JICA and an international organization.
- JICA supported publication of the 1st edition of “the OSBP Sourcebook” in 2011 and the 2nd edition in 2016 to facilitate and provide efficient border management. Accordingly, the Sourcebook has been widely used by various stakeholders and implementers of OSBPs across the continent. After completion of the project, “the OSBP source book” revised as 3rd edition to disseminate new lessons learned.

IV. Recommendations & Lessons Learned

Recommendations for Implementing Agency:

[Kenya]

1. KRA is recommended to develop a system of records for MT’s trained and give refresher training to existing MTs. This enables the tracking of training, the gaps and areas of improvement that are required for smooth implementation of OSBP.
2. KRA is recommended to continue the process to finalizing on the enactment of “the Kenya Customs Agents and Freight Forwarders Bill” (Draft) 2020 for supporting CCFA accreditation system and implementation. This will enhance professionalism in service delivery and compliance to the existing regulations in order to reduce cargo delays, improve cargo flow, improve revenue collection by the revenue authority and lowering the cost of doing business.

[Tanzania]

1. The short-term training conducted by ITA or related department such as customs department does not fully utilize MTs. This is because they do not know who the master trainers are within TRA. Therefore, MTs frequently transfers to areas unrelated their expertise. It is expected that a database be established and updated to identify who the MT is within TRA or ITA and be used in each training session at the national level. Also, TRA is recommended to develop a HR policy to utilize MTs. The EAC Secretariat, in collaboration with Training Institutions at each Partner State, is recommended to organize regional training sessions.
2. TRA is recommended to continue the process of developing the CCFA accreditation system to enhance professionalism in the training function.

[Uganda]

1. URA is recommended to strengthen JBS/JWS activities. From the survey results, it was discovered that it is not being held consistently.
2. URA is well positioned to make contribution at a regional level. They should leverage on what they are already doing and extend technology transfer to RA’s that share borders with Uganda but were not covered by the project to enhance the overall goal of the project.
3. Uganda has a robust system of master trainers who play critical role in supporting regional RAs. To maintain and enhance this system, efforts should be made to ensure its continued sustainability.

[Burundi]

1. OBR is recommended to maximize the outcomes and impacts of trade facilitation interventions by collaborating with the results of this project, such as utilizing the MTs developed under this project, and by utilizing the ICT system established in other interventions. Furthermore, for future similar projects, OBR is encouraged to describe concrete measures for collaboration to ensure effective application of these outcomes.
2. OBR is recommended to verify the clearance time by assuredly collecting baseline data.

[Rwanda]

To further streamline the border access process at Rusumo OSBP, it is recommended to explore the implementation of a centralized, online platform where all stakeholders, including DGIE, RRA and other relevant agencies, can access and submit necessary documentation. This would eliminate the need for prior email correspondence and expedite the clearance process.

Lessons Learned for JICA:

- When a project engages various countries and different agencies/sectors, consider designing a well-integrated ICT systems at different border posts and at EAC Level.
- The project had been implementing the Master Trainer Program with each RA in each country. EAC also has been spearheading Training of Trainers initiatives and launched the EAC Trainer Accreditation Program in 2022. Thus, two types of trained trainers’ program exist. Also, progress in introduction of CCFA accreditation system has varied from country to country. For regional activities, the project should involve and communicate with RECs closely, who generally initiate and develop guidelines, mechanism, or systems.

(Pictures: Namanga OSBP)

