

# ACTION MATRIX

## Policy Reforms and Trade-Related Technical Assistance Requirements

Proposed Measures	Priority	Responsible Institutions and Bodies	Proposed Timeframe	Monitoring Indicators	Type of Assistance (TA)	Existing TA	To be Provided TA
<i>Overview of High Priority Reforms</i>							
<b>Improve trade facilitation</b> (see cluster actions port and customs below).	Highest	Port Customs, Chamber of Commerce (CCIB)	1-2 years	Competition in port handling; reduction in delays at port and customs; full computerization of port and customs operations	Port facilitation expert  Customs/ Transit experts		
<b>Consolidate trade and investment support institutions</b> (see cluster actions below)	High	Ministry of Commerce, Ministry of Plan, Ministry of Finance, Presidency, producer groups	1-2 years	Detailed strategic plan to consolidate trade institutions into a single export and investment promotion agency (EIPA).  Implement plan.	Senior resident trade promotion advisor and short term consultants	World Bank, UNCTAD, ITC, WTO	
<b>Improve judiciary, legal and regulatory framework to boost private investment and trade</b> (see cluster actions below)	High	Ministry Of Justice Ministry of Energy, Ministry of Posts and Telecommunications	1-2 years	Unique and recognized land titles; Selection of strategic foreign partner for telecommunications and electricity companies.	Land titling expert, Legal experts; Investment bank services	World Bank EU	
<b>Cotton reforms</b> (see cluster actions below)	High	Ministry of Agriculture, Ministry of Finance	1-2 years	Privatization of SONAPRA; producer pricing reform	Investment bank services	World Bank, AFD	
<b>Regional integration and trade with Nigeria</b> (see cluster actions below)	Medium	Ministry of Commerce, Ministry of Plan, Ministry of Finance, Presidency, CCIB.	1 year	Reduced number of checkpoints and escorts, reduced smuggling	Customs and transit experts		

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<b>Macroeconomic Framework:</b>							
<b>Objective 1: Ensure greater macroeconomic stability</b>							
<b>Action 1:</b> Continue to abide to WAEMU convergence criteria.	High	Ministry of Finance, Ministry of Plan	Ongoing	WAEMU Commission Indicators			
<b>Action 2:</b> Reduce dependence on trade taxes.	Medium	Ministry of Finance	Next few years	Tax receipts and increased reliance on VAT	Consultations with IMF	IMF	
<b>Action 3:</b> Streamline customs operations/improve tax administration and increase the tax base.	Medium	Ministry of Finance	Next few years	Increased Taxpayer database			
<b>Action 4:</b> Consolidate Expenditure Management and control non-essential expenditures.	Medium	Ministry of Finance	Next few years	Reduced non essential expenditure indicators	Consultations with IMF	IMF	
<b>Action 5:</b> Monitor real exchange rates on a bilateral and multilateral level to assess macroeconomic competitiveness	Medium	BCEAO, Ministry of Finance, Private Sector	Ongoing	Real exchange rate indicators	Statisticians, economists	IMF	

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<b>International Competitiveness and Business Climate:</b>							
<b>Objective 1: Reduce the cost of Doing Business</b>							
<b>Action 1:</b> Lower factor costs and improve service of electricity and telecommunications through public-private collaboration and investment	High	Ministry of Energy, Ministry of Posts and Telecommunications	Ongoing	Prices of electricity, frequency of blackouts, coverage. Prices of telephone, frequency of failed connections.	Energy and privatization experts	World Bank	
<b>Action 2:</b> Lower VAT and corporate tax rates while expanding tax base	High	Ministry of Finance	Ongoing	Larger number of filers and payees	Fiscal experts	IMF	
<b>International Competitiveness and Business Climate:</b>							
<b>Objective 2: Minimize Business risk</b>							
<b>Action 1:</b> Improve protection of property rights	High	Ministry Of Justice	Next few years		Legal experts	?	
<b>Action 2:</b> Reform land title	High	Ministry Of Justice	1-2 years	Registry of land ownership, unique and recognized land titles	Legal experts	?	
<b>Action 3:</b> Reform of the Judiciary system	High	Ministry Of Justice	Next few years	Improved training of judges.	?		
<b>International competitiveness and the business climate</b>							
<b>Objective 3: Reduce barriers to competition</b>							
<b>Action 1:</b> Improve system of investment promotion	High	Ministry of Commerce, CPI, Private investors		Revised investment code, simplified and harmonized within WAEMU			
<b>Action 2:</b> Implement competition law	High	Ministry of Commerce	1-2 years	Apply UEMOA rules on competition	Legal experts	?	

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<b>Action 3:</b> Liberalize labor law to reduce costs of dismissing workers	Medium	Ministry of Justice, Ministry of Labor		Application of WAEMU provisions; reduced number of legal conflicts	Legal experts	?	
<b>Trade Facilitation:</b>							
<b>Objective 1: Improve the quality of services of the Port..</b>							
<b>Action 1:</b> Accelerate implementation of the strategic plan, zoning plan.	High	Ministry of Transport (Port) Ministry of Interior (Security) Ministry of Defense	Start: end first trimester Completion: Beginning second trimester	Traffic plan, right of way signs, eased traffic flow,	Technical assistance in port management	UNCTAD	
<b>Action 2:</b> Increase port security.	High	Port, Police	Immediately	Number of reported thefts	Consultation with private sector		
<b>Action 3 :</b> Improve port computerization	Medium	Port	Next few years	Link up various port services through a computer network; create an internet site.	Information technology specialists	UNCTAD	
<b>Action 4:</b> Improve port governance	Medium	Port, Ministry of Transport	One year	Revised statutes governing port status to grant greater autonomy and private sector role	Representatives of other ports, knowledge of best practices elsewhere	World Bank	
<b>Trade Facilitation:</b>							
<b>Objective 2: Improve the Port infrastructure.</b>							
<b>Action 1:</b> Move petroleum depot out of the port	Medium	Port, Petroleum companies, Ministry of transport, Ministry of Mines	Medium term	See the master plan and zoning plan			
<b>Action 2:</b> increase warehouse and open-air storage capacity, more usable dock space	Medium	Port, Private sector	Next few years	Time in transit and volume of traffic	Partnership between private and public sectors		

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<b>Action 3:</b> continue to liberalize cargo handling, review the role of CNCB	High	Ministry of Transport (Division of Merchant Shipping), Private sector	One year	Eliminate bribes and the 10,000 FCFA fee levied on private cargo handlers	Partnership between private and public sectors		
<b>Action 4:</b> increase and improve truck parking	High	Port	Immediate	More parking spaces, fewer trucks in non-designated parking areas	Partnership between private and public sectors		
<b>Trade Facilitation:</b>							
<b>Objective 3: Improve customs administration.</b>							
<b>Action 1:</b> Full Diagnostic of present customs practices	High	Ministry of Finance (Customs)	One year	Report on customs practices in line with WCO tested tools.	Customs experts		
<b>Action 2:</b> Customs computerization	High	Customs	One year	Complete implementation of ASYCUDA++ system and eliminate all manual data entry	Customs experts	IMF	
<b>Action 3:</b> Customs payment methods	High	Customs	Next few years	Eliminate all cash payments above a certain threshold, develop electronic funds transfers	Customs experts	IMF	
<b>Action 4: Customs and port:</b> Make <i>guichet unique</i> operational so that a single payment covers all port services	High	Customs, port,	One year	Reduce number of documents and payments required before exit from port	Customs experts	IMF	
<b>Action 5: Customs:</b> More targeted inspections	High	Customs	Immediate and Ongoing	Reduced number of inspections based on carefully articulated criteria,	Customs experts	IMF	
<b>Trade Facilitation:</b>							
<b>Objective 4: Improve customs administration.</b>							
<b>Action 1:</b> Revise strategy against smuggling and	High	Customs, Ministry of Justice, Ministry of	Immediate and ongoing	Legal action against well-known large smuggling networks	Customs experts	IMF	

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corruption to target large-scale networks		Interior					
<b>Action 2:</b> Information sharing with tax authorities and other countries and introduction of risk management practices.	High	Customs, Ministry of Finance, Customs in Nigeria and other adjacent countries, WAEMU and ECOWAS	Immediate and Ongoing	Initiate discussions and set up consultation system	Customs experts	IMF	
<b>Action 3:</b> Create a new ethos and motivation for Customs personnel	High	Customs, Ministry of Labor, Ministry of Justice	Next few years	New system of remuneration and punishment of corrupt agents,	Customs experts	IMF	
<b>Action 4:</b> Reduce number of checkpoints on the highways, eliminate customs and police escorts and clean-up transit business	High	Customs, Police, Presidency	Immediate	Diminish number of checkpoints, escorts	Customs/ Transit experts	IMF	
<b>Action 5:</b> Make better use of PSI services and elimination of discretion of undervaluation	Medium	Customs	Immediate and ongoing	Respect PSI valuations, increased coverage of its operations	Customs experts	IMF	
<b>Trade Facilitation:</b>							
<b>Objective 5: Miscellaneous.</b>							
<b>Action 1:</b> Improve road maintenance	High	Ministry of Transport (Public Works Division)	Immediate and Ongoing	Improved road surfaces	Donor financing	?	
<b>Action 2:</b> private operator for OCBN railroad	Medium	Ministry of Transport	Immediate	Call for bids; improved infrastructure	Rail experts		

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<b>Action 3:</b> improve security on highways	High	Ministry of Justice, Ministry of Interior	Immediate	Number of hold-ups			

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<b>Trade Support Institution:</b>							
<b>Objective 1: Implement a single export and investment promotion agency.</b>							
<b>Action 1:</b> Trade support institutions should be consolidated into a single export and investment promotion agency (EIPA).	High	Ministry of Commerce, Ministry of Plan, Ministry of Finance, Presidency, producer groups, private sector	Plan over next few months and implement in one year	Liquidation of poorly functioning agencies, merging of others	Senior resident trade promotion advisor and short term consultants	World Bank, UNCTAD, ITC, WTO	
<b>Action 2:</b> Head of EIPA should have high stature and cabinet status	High	Ministry of Commerce, Ministry of Plan, Ministry of Finance, Presidency, producer groups, private sector	Next few months	Appointment of head of EIPA, who is invested with strong support from the Presidency			
<b>Action 3:</b> EIPA should manage a strategic export and investment promotion fund	High	Ministry of Commerce, Ministry of Plan, Ministry of Finance, Presidency, producer groups, private sector	1-2 years	Initial bridge financing by donors; continuing finance through levy on imports	Senior resident trade promotion advisor and short term consultants	World Bank, UNCTAD, ITC, WTO	
<b>Action 4:</b> private sector professionals should staff EIPA.	High	Ministry of Commerce, Ministry of Plan, Ministry of Finance, Presidency, producer groups, private sector	Plan over next few months and implement in one year	New staff with private sector experience	Senior resident trade promotion advisor and short term consultants	World Bank, UNCTAD, ITC, WTO	



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<b>Action 5:</b> EIPA should work closely with DCE and other officials in Ministries and the private sector	High	Ministry of Commerce, Ministry of Plan, Ministry of Finance, Presidency, producer groups, private sector	Ongoing	Regular meetings of officials concerned with economic policy and international trade	Senior resident trade promotion advisor and short term consultants	World Bank, UNCTAD, ITC, WTO	
<b>Action 6:</b> EIPA should work to assist entrepreneurs to obtain credit	High	Ministry of Commerce, Ministry of Plan, Ministry of Finance, Presidency, producer groups, private sector	Ongoing		Senior resident trade promotion advisor and short term consultants	World Bank, UNCTAD, ITC, WTO	
<b>Action 7:</b> To create a national capacity building program for entrepreneurs and managers	High	Ministry of Commerce, Ministry of Plan, Ministry of Finance, Presidency, producer groups, private sector	Ongoing		Senior resident trade promotion advisor and short term consultants	World Bank, UNCTAD, ITC, WTO	
<b>Action 8:</b> To establish one or two trade representation offices for Benin abroad	High	Ministry of Commerce, Ministry of Plan, Ministry of Finance, Presidency, producer groups, private sector	Ongoing		Senior resident trade promotion advisor and short term consultants	World Bank, UNCTAD, ITC, WTO	
<b>Action 9:</b> To play a leadership role in pushing for urgent remedial action on constraints and bottlenecks to exports	High	Ministry of Commerce, Ministry of Plan, Ministry of Finance, Presidency,	Ongoing		Senior resident trade promotion advisor and short term consultants	World Bank, UNCTAD, ITC, WTO	

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		producer groups, private sector					

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<i>Export Of traditional product: Cotton.</i>							
<i>Objective 1: To advance with the Domestic Reforms</i>							
<b>Action 1:</b> Reinforce and support the new producer organizations	Very High	Ministry of Agriculture, producer organizations, Ministry of Literacy	Ongoing	Sidelining of parallel organizations for ginners, input suppliers, farmers	Financing and technical assistance	World Bank	
<b>Action 2:</b> Sanction opportunistic behavior by dissident agents operating in disregard of established rules; enforce 2003 inter-ministerial decrees	High	Ministry of Agriculture, Ministry of Justice, producer organizations	Immediate	Prohibit participation of and take legal action against village groupings, ginners and input providers that violate rules			
<b>Action 3:</b> Move towards market pricing of seed cotton and inputs	High	Ministry of Agriculture, producer organizations	Next few years	Higher ratio of producer price to world price	Agricultural experts	World Bank	
<b>Action 4:</b> Privatize SONAPRA while ensuring that its functions of oversight of the sector are covered by other agents	Medium	Ministry of Finance, Ministry of Plan, Ministry of Commerce, Ministry of Agriculture	Next few years	Sale of the SONAPRA	Privatization experts	IMF, World Bank	
<b>Action 5:</b> Create the conditions for greater local processing of raw cotton (textiles, clothing, cottonseed oil)	Very High	Ministry of Commerce	Ongoing	Improved overall business environment (see above); Privatization of state-owned textile factories	Financing and technical support		Ministry of Agriculture, Ministry of Commerce, CCIB
<i>Export Of traditional product: Cotton.</i>							
<i>Objective 2: To continue to press for reduction of Cotton Subsidies.</i>							
<b>Action 1:</b> Work to reduce developed country subsidies in conjunction with other	High	Ministry of Commerce, Ministry of Commerce, NGOs	Ongoing	Negotiations with the WTO, continued collaboration with other West African countries	Trade negotiation specialists	WTO, UNCTAD, ITC	

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Cotton producers African countries							

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<b>Export Of traditional product: Cotton.</b>							
<b>Objective 3: To maximize the income generated from the cotton sector.</b>							
<b>Action 1:</b> Ensure delivery of public services to farmers: rural roads, research, etc	High	Ministry of Agriculture, producer organizations	Immediate and ongoing	Collect fees from all users as stipulated; sanction non-contributors			Ministry of Transport, Transporters, NGOs
<b>Action 2:</b> Set up a stabilization mechanism (regulatory and financial environment) enabling cotton sector protect against world price fluctuations.	High	Ministry of Finance, Ministry of Trade, Central Bank, Ministry of Agriculture.	Immediate	Preparation of legislation for modern risk management instruments.			Professional organizations
<b>Export Of Nontraditional products</b>							
<b>Objective 1: Increase exports of nontraditional agricultural goods.</b>							
<b>Action 1:</b> Reinforce producer organizations to increase bargaining power and lower transactions costs/ attract the interest of fair/alternative trade organizations to let develop alternative outlets	High	Ministry of Agriculture	Immediate and ongoing	Create organization for cashew nut growers; strengthen organization for pineapple growers	Product specialists	World Bank, ADEX, other support institutions	
<b>Action 2:</b> Provide technical assistance to farmers in quality control, norms, standards marketing, credit, inputs, promotion of new agricultural products, shrimps, and tourism	High	Ministry of Agriculture	Immediate and ongoing	Improved quality control For all products and specially for shrimps and fishery products, access to credit and to foreign markets	Product and process specialists		

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<b>Action 3:</b> To improve rural infrastructure	High	Ministry of Agriculture	Immediate and ongoing	Improved rural roads, storage facilities	Funding from donors	World Bank, UNDP, Millenium Challenge Account	

<i>Objective 2. Promoting Export Diversification in Agro-processing, shrimp production and tourism</i>							
<b>Action 1.</b> Develop local processing of fruits, nuts and vegetables through improvements in overall business environment as described above, technical assistance to prospective investors and producers	High	Ministry of Commerce, support institutions, Ministry of Crafts (MCAT), Private sector	Immediate and ongoing	Investment in processing factories, beginning of exports canned fruits and vegetables, shea butter, fruit juices, etc.	Product specialists	ITC, World Bank, UNDP, UNCTAD, bilateral donors, ADEX	
<b>Action 2:</b> Increase shrimp output and exports by raising norms to satisfy EU criteria through accreditation and upgrading of laboratories and testing procedures.	High	Ministry of Agriculture, CCIB	Immediate and ongoing	Resume shrimp exports to the European Union	Funding and material assistance in setting up accredited laboratories and procedures	EU, WAEMU program	
<b>Action 3:</b> Expand tourism : - Designate a section of the coast for a hotel/resort complex in the Ouidah, Porto Novo, Abome vicinity - Open a competition for a lead developer; - Promote a voodoo and/or music festival.	High	Ministry of Tourism (MCAT)	Next few years	Increased number of tourists	Tourist consultant		

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<i>Regional integration.</i>							
<i>Objective 1: Promote regional and global trade; reduce non-official trade with neighboring countries.</i>							
<b>Action 1:</b> Regularize trade with Nigeria	High	Presidency, Ministry of Finance, Ministry of Commerce, Customs	Immediate	Negotiate new accords on transit and re-exports; promote official trade		ECOWAS	
<b>Action 2:</b> Rationalize duty exemptions	High	Ministry of Commerce	As soon as possible	More thorough and transparent granting and monitoring of exemptions, Reassessment of free trade zone	Trade policy consultants	ITC, UNCTAD, World Bank	
<b>Action 3:</b> Increase Intra-WAEMU trade through studies of remaining impediments	Medium	Ministry of Commerce	Next few years	Intra-regional trade	Consultations with partners		
<b>Action 4:</b> Promote trade within ECOWAS by working with ECOWAS partners to implement accords	Medium	Ministry of Commerce	Next few years	Intra-regional trade	Consultation with partners		

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<b>Technical Assistance / Capacity Building in the Ministry of Commerce</b>							
<b>Objective 1: Enhance the capacity of the Ministry of Commerce to coordinate, implement, and monitor progress on proposed reforms.</b>							
<b>Action 1:</b> Enhance the ministry's of commerce capacity to formulate and implement trade policy; provide staff training; purchase of essential equipment and vehicles	High	Ministry of Commerce, Customs, CCIB		Preparation of a restructuring plan of the Ministry; implementation of the plan; set timetable for staff training; preparation of detailed inventory equipment and vehicle needs	External expert to identify and verify needs; External trainers in trade policy, increase participation in WTO Training Institute training		
<b>Action 2:</b> Strengthen of the Ministry of Trade and Industry, and institutions for business development	High	Ministry of Commerce	As soon as possible	Strengthened institutions	Expert to identify and confirm needs; Trainers in the area of computer systems +training	ITC, UNCTAD, World Bank	
<b>Action 3:</b> Improve quality and timeliness of official trade statistics	Medium	Ministry of Commerce, INSAE, CCIB	6 months	More complete reporting of re-exports and transit; more timely release of data		ITC, UNCTAD, World Bank	
<b>Objective 2: Implement WTO agreements and Enhance benefits from other international agreements (EBA, AGOA).</b>							
<b>Action 1:</b> Undertake detailed inventory of existing WTO legislation, including coverage of tariff bindings, gap between bound and applied	Medium	Ministry of commerce, Justice, External relations, and finance	Immediate	Completion of inventory, highlighting existing gaps	International expert on WTO agreements+ training		



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tariff, WTO customs valuation and standards							
<b>Action 2:</b> Prepare action plan and timeframe for compliance with WTO agreements	Medium	Ministries of Commerce and Industry, Justice, External Relations, and Finance, CCIB	As soon as possible	Completion of action plan and timeframe for correction of identified distortions	International expert on WTO agreement + training		
<b>Action 3:</b> Compliance with WTO agreements.	Medium	Ministries of commerce, Justice, External Relations, and Finance	As soon as possible	Compliance with WTO agreements. Actions to extend the coverage of tariff bindings, reduce the gaps between bound and applied tariffs, and implement WTO customs valuation, and standards could be done in the short term as priority measures	International expert on WTO agreement+training		
<b>Action 4.</b> Training of personal and increase awareness of institutions, professional associations, civil society of the WTO	High	Ministries of Commerce, Justice, External Relations, and Finance, CCIB	As soon as possible; during three months	Personnel complete training program; Creating and sensitizing relevant institutions	Expert in training with respect to WTO agreements + training		
<b>Action 5:</b> Promote exports to EU, to take greater advantage of EBA program	Medium	Ministry of Commerce	Next few years	Exports to EU	Negotiations/ Consultations with EU	EU	
<b>Action 6:</b> Promote exports to USA to take greater advantage of AGOA	Medium	Ministry of Commerce, CCIB	Next few years	Exports to USA, particularly textiles and apparel	Negotiations/ Consultations with USAID	USAID	

