

# SMALL-SCALE CROSS-BORDER TRADE SURVEY

SENEGAL RESULTS SUMMARY



BRIEF

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**The Trade Facilitation West Africa (TFWA) Program is an initiative driven by multiple development partners' to improve trade facilitation in West Africa.** Its objective is to improve the free and efficient movement of goods in the region and internationally, by reducing the time and cost of trade borne by the private sector in West Africa, and by strengthening regional trading networks' ability to take advantage of these improvements.



## 5-year trade facilitation initiative

Sept 2018 - Jun 2023

The five-year program was started in September 2018 and is managed by the World Bank Group and the German Development Cooperation Agency, the program's implementing partners. Strategic oversight and guidance are provided by a steering committee chaired by the Economic Community of West African States (ECOWAS) Commission and supported by the West African Economic and Monetary Union Commission as deputy chair. Key areas for support under the program include the following: (i) to ensure trade facilitation measures are improved and more efficiently implemented; (ii) to improve the movement of goods along selected corridors; and (iii) to reduce barriers for small-scale traders, with an emphasis on improving conditions for women traders.

**To expand the base of evidence required to inform the design of its program activities, the World Bank Group commissioned a field survey on small-scale, cross-border traders (SSCBTs), including women traders, along the six TFWA priority corridors:**

Abidjan-Ouagadougou (Côte d'Ivoire–Burkina Faso), Tema-Ouagadougou (Ghana–Burkina Faso), Lagos-Kano-Niamey (Nigeria-Niger), Cotonou-Niamey (Benin-Niger), Dakar-Bamako (Senegal-Mali), and Lomé-Ouagadougou (Togo–Burkina Faso).

The survey aimed to explore: (i) the demographics of small-scale traders and patterns of their trade along the target corridors; (ii) challenges faced by traders in their activities at border crossings, including behavioral and gender-specific constraints; and (iii) the institutional framework and support for small-scale border operators. In Senegal, the survey completed 256 quantitative interviews with traders, porters, intermediaries, and border officials; 17 key informant interviews; and four focus group discussions.

### Senegal's field survey on small-scale, cross-border traders

- 256** quantitative interviews with traders, porters, intermediaries, and border officials
- 17** key informant interviews
- 4** focus group discussions

<sup>1</sup> The European Union, the U.S. Agency for International Development, the Netherlands, and Germany have provided financial contributions.



## Senegal survey: a closer look

**44.5%** of respondents were 34 or younger

**55%** have informal or no schooling

**52%** engage in trader-to-trader sales

**49%** of respondents were women

On average, women traders travel marginally shorter distances

**433 km** **444 km**

The SSCBTs surveyed in Senegal were relatively young, men (51 percent) and women (49 percent), and generally poorly educated. The traders often run businesses that are unregistered and/or of limited profitability, and they travel long distances along regional corridors to trade raw agricultural goods, processed food items, consumer durables, and textiles, among other things. The survey also showed that there are some gender-based differences among those surveyed.

The survey results suggest that 44.5 percent of surveyed traders in Senegal are age 34 or younger, and 55 percent of them have informal or no schooling. They have a business formalization rate of 39 percent, and in 27 percent of the cases, earn less than \$99 per month. The traders in Senegal travel on average 439 kilometers (km) along the Dakar-Bamako corridor, primarily using cars and buses, and 52 percent of them engage in trader-to-trader sales.

Women represent 49 percent of the total surveyed traders in Senegal, which is higher than the regional average (39 percent) and higher than in neighboring Mali, where women made up less than one-third of the surveyed traders. Women traders are generally present in all product categories. Compared with other countries, women traders in Senegal are more frequently active in consumer goods trade. They are more likely to run unregistered businesses, compared with men (34 percent for women; 45 percent for men). Women traders travel marginally shorter average distances than men (433 km, compared with men's 444 km).



Women traders engage predominantly in **consumer product trade**



Women are less likely to run registered businesses





**Border officials, along with porters, intermediaries, and transporters (PITs), play an important role in regional trade and exhibit different demographics from traders.** The survey results indicate that the categories of officials and PITs are

Officials and PITs are **better educated** than traders

dominated by men, with women accounting for only a quarter of the former, although this is double the regional norm. Women are completely absent among PITs, which is consistent with the regional pattern. PITs are generally better educated than traders, with a higher proportion of them having completed secondary education. Officials are much better educated, and their number of years of active service varies widely. Since traders do not always cross borders for trading purposes, but rather travel along parts of a corridor to relay their goods to other traders who will carry them further, the role of PITs in facilitating exchanges of goods is quite important and deserves greater attention.

Women account for only **25 percent** of border officials

In Senegal there are **no women among PITs**

**In Senegal, survey respondents generally expressed concerns about the current status of the border and market infrastructure as well as overall safety; further, they complained about the complexity of clearance requirements and procedures and, on these, the traders showed extremely limited knowledge.** Among the interviewed traders, 84 percent judged at least five facilities at the surveyed border or market site as “inadequate” or “very inadequate.” This is nearly the highest proportion expressing dissatisfaction in the region (the percentage for most countries varied between 50 percent and 65 percent). Indeed, 22 percent found every single facility “inadequate” or “very inadequate.” The views on infrastructure are similar between men and women, with slight differences by facility. For women traders, key areas in need of improvement include lighting, roads, toilets, rain covers, and pedestrian lanes. Women also identified health and

### Concerns



Status of the border and market infrastructure



Overall safety



The complexity of clearance requirements and procedures

safety issues as problematic along the border crossings. PITs were also critical of infrastructure, albeit generally less negative than traders.

Similarly, the respondents' perceptions about clearance requirements and procedures were generally negative, with formal traders being more critical (presumably because they are more likely to undergo formalities), but no clear product- or gender-based trend emerged. Awareness of trade-related rules and provisions (including regional provisions such as the ECOWAS Common External Tariff and Trade Liberalization Scheme) was low among the traders: only 5 percent could describe some features of the provisions.

In three corridors—Dakar-Bamako, Abidjan-Ouagadougou, and Lagos-Kano-Niamey—women find the border clearance experience more troublesome than men do, but less so in the other three corridors. This may be because of the mix of products traded by women compared with men on each border.

**In Senegal, respondents repeatedly highlighted the lack of transparency in border clearance and reported relatively high incidence of abuse.**

Corruption was highlighted as a major issue by traders and PITs in the quantitative interviews and focus group discussions, and more than a quarter of the traders stated that they had been exposed to bribery (which is, nevertheless, on the lower end in the region). In about two-thirds of the cases, traders receive formal receipts for payments, which is significantly higher than the regional average. Twenty-six percent of respondents indicated that they have heard about or witnessed harassment, sexual or otherwise, in the past six months. The survey results may underestimate the level of harassment of women, partly because women are less likely to mention verbal or physical abuse due to the risk of stigmatization.



**Corruption** was highlighted as a major issue by traders and PITs



**Access to finance is a major constraint for women and men traders: personal savings and informal networks are the most common channels through which they access financing.**

**Formal financial products and services are seen as more challenging to adopt.** Personal savings are the primary form of finance for men and women traders in Senegal, representing 69 percent of total financing, a rate that is higher than in the other countries, except Mali and Ghana. Five percent of the traders said that they had borrowed from family members, friends, or neighbors, and 21 percent borrowed from commercial banks or microfinance institutions. Unlike other counties in the region, women traders in Senegal do not seem to have a gender disadvantage in accessing loans from commercial banks: compared with men, more women traders borrow from commercial banks in Senegal. Low financial literacy levels, complex documentation, and stringent loan requirements (for example, collateral, interest rates, and/or repayment terms) are cited by women and men traders as major challenges preventing them from extensively using formal financing channels.

**The TFWA Program has designed several preliminary interventions to address constraints and concerns identified by the SSCBT survey findings. They include the following, among others:**



- **Put in place measures that increase transparency at the border (for example, by clearly displaying regulations and procedures) and strengthen capacity and awareness levels among border and market users (for example, through training, dissemination campaigns, and other awareness-raising efforts).** The establishment of help desks (physical or virtual), mandated to inform traders of rules and regulations and assist them with clearance procedures, should also be considered in close coordination with community service organizations and relevant associations, including those representing women traders. Easy-to-follow guides designed for mobile phones could also be considered.



- **Engage in dialogue on gender equality and the specific roles of women traders with key stakeholders of the TFWA stakeholders.** Convey the message that policies for inclusive economic empowerment and sustainable poverty alleviation need to recognize and include the role of women. Bolster the collection and analysis of gender disaggregated data to be able to identify and document gendered differences in the needs and perceptions of women and men traders.



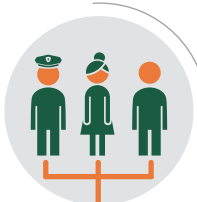
- **Put in place measures that help simplify, streamline, and/or decentralize existing procedures and requirements,** as well as create incentives for more systematic application of existing regional provisions, such as the ECOWAS Trade Liberalization Scheme. Among others measures, attention could be given to options for a simplified regime for small-scale traders, such as measures to reduce the documentary requirements on smaller consignments, streamline procedures, and reduce the time and cost of trade. Prior to the process of simplification, it would be useful to document what the procedures and requirements are at each border, where they are defined, who is responsible for their implementation, and what documents traders need to carry. As well as making the simplification of procedures a smoother process, this action also helps to identify areas where transparency most needs to be encouraged (for example, by removing discretion from officials implementing rules).



**Access to finance is a major constraint for women and men**



- **Strengthen the gender capacity of relevant public and private actors at the regional, national, and local levels** to enhance their ability, respectively, to conduct gender-responsive programming and budgeting, deliver public services that respond to the specific needs of women traders and entrepreneurs, and participate actively in relevant policy-making processes and forums.



- **Put in place measures to improve behavior at the survey sites and relationships between traders, PITs, and border officials**, such as joint workshops, grassroots campaigns, town hall meetings, and ad-hoc trainings, including on the gender ramifications of trade facilitation and challenges affecting women traders. Systems that allow traders and PITs to report abuse in safe ways should be devised. The participation of trusted organizations, especially community service organizations—with focus on those representing women—should be encouraged.



- **Consider and implement measures to increase the number of women staff** in the ranks of border agencies. Promoting staff diversity and enhancing gender-sensitivity among border officials is urgent and crucial.



- **Implement relatively small-scale infrastructure development interventions, such as the introduction of surveillance cameras, installation of solar-powered lighting facilities, systems to report problems, as well as designation of night patrol guards.** These actions could be discussed with the stakeholders and traders for further prioritization. Separately, issues concerning the condition of the markets and road-related and similar infrastructure could be forwarded to other donor-funded programs with heavy emphasis on physical infrastructure development.



- **Pay greater attention to the key features of PITs.** The main survey teaches that it is important to understand the role PITs play and the challenges they face. Study and analyze why there are no women present in this group and the consequences this has for women traders.



- **Address the challenges identified in the survey results on access to markets, information, and finance.** Recognize the diversity of needs between women and men traders, addressing these needs through targeted interventions. Financial constraints were cited as the biggest concern for traders in all the countries. Given that access to finance requires a comprehensive approach, the TFWA Program will need to work with other ongoing initiatives to improve financial inclusion and access to finance in the region, to fill existing gaps. Support toward increased financial awareness among the traders will be contemplated, and innovative solutions—including through novel information and communications technology—will be explored to enhance their bankability. The aim is to develop awareness-raising campaigns to address the information asymmetry faced by women traders.



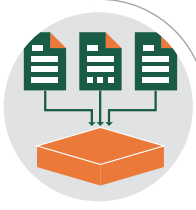
- **Develop a simplified charter of traders' rights and obligations,** with visible signage at the borders in local languages as a first step in improving relations between traders and officials.



- **Explore the role of trader associations and trade information officers (locally hired or under a regional program) as an interface between officials and traders** to improve awareness, understanding, and mutual respect. Such mechanisms already exist in West Africa (to varying degrees in different countries), but the challenge has been their effectiveness and sustainability.



- **Require that any confiscation of goods is validated by the head of the border station** and an invoice is provided, with a full explanation of the reason for confiscation and the conditions under which the goods will be returned. The survey showed that confiscation and the threat of confiscation of goods are key issues and often lie behind corruption and gender-based violence.



- **Establish systematic data collection on SSCBT.** Detailed, relevant, and organised data and information on SSCBT trade between Senegal and West Africa are essential for policy making on a phenomenon which affects large sections of the country's poorest population. Putting in place a data collection system on SSCBT should be considered under the TFWA Program. Setting up a data collection system on SSCBT, ideally in a common effort across West Africa, could draw on lessons from countries that are regularly collecting such data, and show where the information has influenced policy discussions at the local and national level.







**T**he Trade Facilitation West Africa (TFWA) Program is a five-year, multi-partner initiative that aims to promote trade facilitation and regional integration in West Africa. The program strives to reduce the time and cost of regional trade by improving the movement of goods along six selected corridors including for small-scale cross-border traders (SSCBTs), especially women. To inform the design of TFWA interventions addressing SSCBT constraints, including gender-based limitations, a large-scale regional field survey was conducted across nine West African countries – the findings for Senegal are detailed in this report.



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