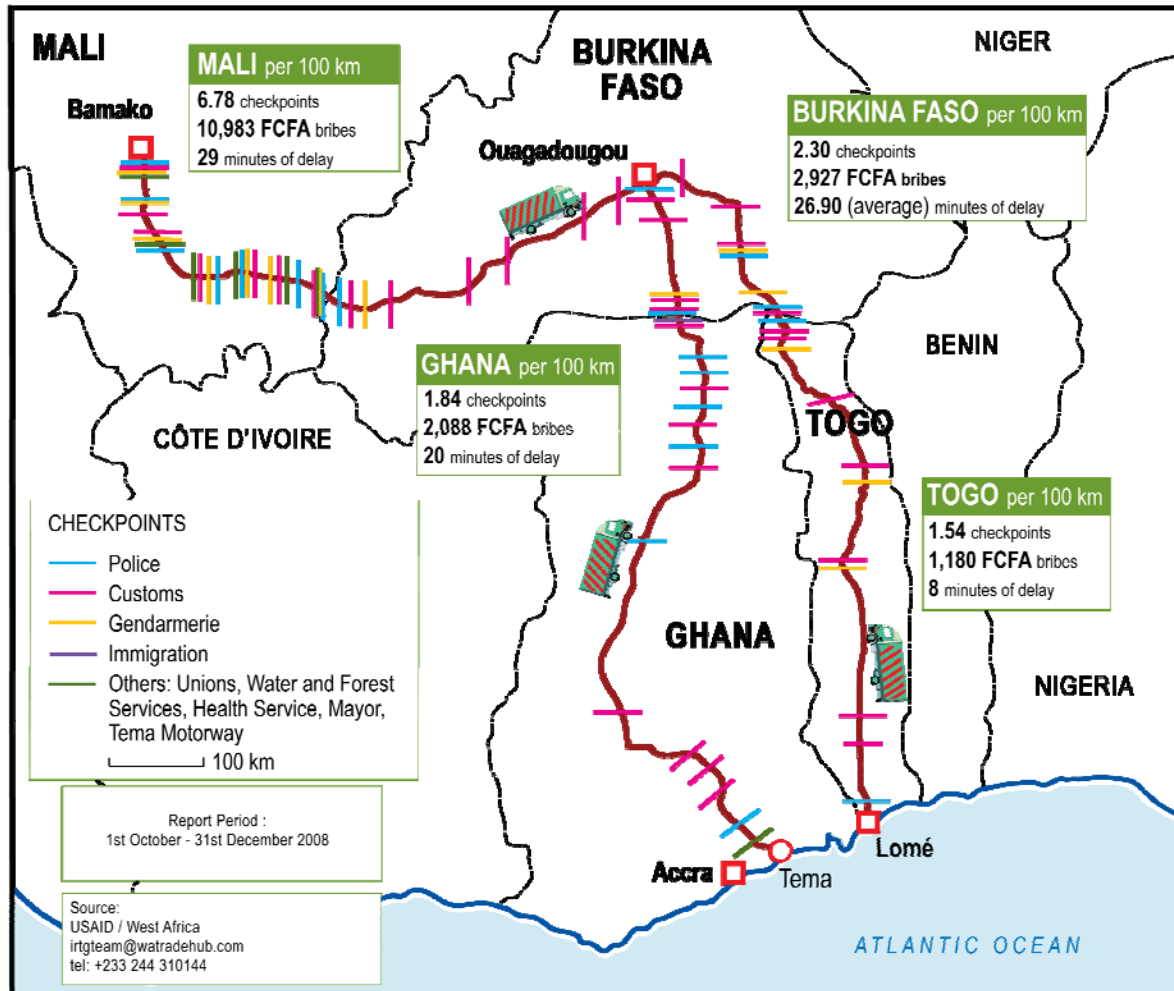


## IMPROVED ROAD TRANSPORT GOVERNANCE (IRTG) INITIATIVE ON INTERSTATE TRADE CORRIDORS

**Results for the period Oct. 1 to Dec. 31, 2008**



### EXECUTIVE SUMMARY

Corruption in Mali remains the most visible compared to other corridors. The number of checkpoints per 100 km ranges from 2 in Togo to 7 in Mali and a similar range occurs for delays, going from 8 minutes per 100 km in Togo to 29 minutes in Mali. Bribery ranges from 1,180 FCFA per 100 km in Togo to 10,983 FCFA in Mali. Bribery increased in all of the countries except Togo.

The increase in bribery is explained by the collection, on two of the three corridors, of a “fee” on overweight vehicles, which is collected without receipts issued to drivers. Absent statistics from the third quarter, this “fee” represents about 50% of the total of bribes collected in Ghana and about 43% of the bribes collected in Mali.

## I- INTRODUCTION

The Improved Road Transport Governance initiative aims to regularly monitor improper practices on primary interstate trade routes and lead authorities to take appropriate corrective measures. The IRTG initiative has again completed a year's work of collecting information and data on the harassment practices of the road transit forces of order along primary interstate trade corridors.

The surveys completed on the IRTG corridors (Tema-Ouagadougou, Ouagadougou-Bamako and Lomé-Ouagadougou) reveal more and more road corruption along the routes during this past year. This sixth report presents the results of the data received during the last semester of 2008 (Oct. 1-Dec. 31, 2008) and compares them to the two previous reports of 2008 and with the last quarterly report of 2007 (namely covering Oct. 27-Dec. 31, 2007).

This sixth report analyses the activities undertaken during the last quarter of 2008, presenting the results according to the IRTG initiative's three relevant indicators: the number of checkpoints, the value of bribes collected and the delays experienced at checkpoints.

It is important to note that the data used in this report for surveys in Mali were collected exclusively in the field by the Trade Hub's verification agent.

## II- RESULTS OF SURVEYS TAKEN FROM OCTOBER 1 TO DECEMBER 31, 2008

Table 1 below gives an overview of the number of checkpoints, bribes and delays caused by the uniformed services (police, border police: immigration, customs, gendarmerie, mayor and unions). The table in annex 1 provides the details for the global analysis of the survey results. In the analysis that follows, please note that the number of barriers is rounded to the nearest whole number.

**Table 1**

IRTG Results : Oct. 1-Dec. 31, 2008 Checkpoints, Bribes and Delays												
Country crossed	Number of voyages	Distance traveled in the country (km)	Number of checkpoints per voyage				Bribes paid, in FCFA and by agency, per voyage*				Delays	
			Total, all uniformed services <sup>1</sup>	Other <sup>2</sup>	Total	Ratio per 100 km	Total, all uniformed services	Other	Total	Ratio per 100 km	Total	Ratio per 100 km
<b>Tema – Ouagadougou</b>												
Ghana**	91	881	15.58	0.64	16.22	1.84	9 154	9 243	18 397	2 088	177	20
Burkina	91	176	6.33	0.07	6.4	3.63	7 618	110	9 662	5 490	80	45
<b>By route</b>	<b>91</b>	<b>1 057</b>	<b>21.02</b>	<b>0.7</b>	<b>22.62</b>	<b>2.14</b>	<b>18 705</b>	<b>9 353</b>	<b>28 058</b>	<b>2 655</b>	<b>257</b>	<b>24</b>
<b>Ouagadougou – Bamako</b>												
Burkina	83	488	8.08	0.07	8.16	1.67	10 729	67	10 796	2 212	22	5
Mali	83	432	22.62	6.67	29.29	6.78	27 109	20 339	47 447	10 983	124	29
<b>By route</b>	<b>83</b>	<b>920</b>	<b>29.94</b>	<b>6.75</b>	<b>37.45</b>	<b>4.07</b>	<b>2 988</b>	<b>20 406</b>	<b>58 243</b>	<b>6 331</b>	<b>146</b>	<b>16</b>
<b>Lomé – Ouagadougou</b>												
Togo	127	746	11.48	0.02	11.5	1.54	8 692	110	8 802	1 180	61	8
Burkina	127	274	8.24	0.01	8.25	3.01	8 535	24	8 559	3 124	41	15
<b>By route</b>	<b>127</b>	<b>1 020</b>	<b>18.52</b>	<b>0.03</b>	<b>19.76</b>	<b>1.94</b>	<b>17 227</b>	<b>134</b>	<b>17 361</b>	<b>1 702</b>	<b>103</b>	<b>10</b>

Notes: \*1 US\$ = 425 FCFA = 0, 98 GH¢, the base currency for this study is the Franc CFA ; \*\* There is no gendarmerie in Ghana.

<sup>1</sup> Police, Border Police (Immigration), Customs, Gendarmerie, Mayor, Unions.

<sup>2</sup> Bribery in Ghana and Mali constituted principally of a « tax » on the weighing of trucks.

## 2.1 Number of checkpoints by corridor

As Table 1 shows, the Ouagadougou-Bamako interstate corridor has the highest density of checkpoints: A total of 37 stops per trip or 4 stops per 100 km were registered during the fourth quarter of 2008. This high density occurs mainly on the Malian segment of the route, which registered 29 checkpoints compared to 8 on the Burkina side. The Lomé-Ouagadougou interstate corridor showed the lowest number of checkpoints this quarter with 20 stops, 2 per 100 km. The number of checkpoints is due mainly to (and in decreasing order): the gendarmerie, the fraudulent “taxes” imposed on overweight trucks, the police and the customs agents in Mali.

## 2.2 Bribery by corridor

Bribery increased during the last quarter of 2008. On certain corridors new types of bribery appeared specifically related to the operation of weighbridges. Agents of uniformed services have corrupted the purpose of the weighbridges, collecting money without issuing receipts to drivers for the “taxes” they claim to be collecting.

The highest averages by corridor measured during the quarter were once more on the Ouagadougou-Bamako interstate route, with 58,243 FCFA per trip. Most of this money is collected on the Mali segment of the route, on average 47,447 FCFA (of which 20,339 FCFA was collected per trip at weighbridges alone), beating the record for bribery in a country and for a route. The Ouagadougou-Lomé corridor registered the lowest level of bribery with 17,361 FCFA collected remaining the least constraining in terms of bribery.

The agencies the most incriminated are, in order of decreasing importance, the agencies at the entrance to the interstate routes (for the overweight truck “tax”); the customs followed by the police in Ghana; the customs, the gendarmerie and the police in Burkina Faso; and, the gendarmerie and the police in Togo. In Mali, all of the uniformed services are equally incriminated, although bribery is very elevated among agents imposing the overweight truck “tax” and the gendarmerie.

## 2.3 Delays by corridor

The delays caused by stops at checkpoints occur, by order of importance, as follows, in minutes per trip:

- Tema-Ouagadougou, a 1,057 km trip: 257 minutes, or 24 minutes delay per 100 km.
- Bamako-Ouagadougou, 920 km: 146 minutes, or 16 minutes delay per 100 km
- Lomé-Ouagadougou, 1,020 km: 103 minutes, or 10 minutes delay per 100 km.

*Weighbridges: A new opportunity for road corruption*



**The use of weighbridges, which began in July 2008 in Mali, has led to a new form of bribery. Agents do not hesitate to demand high sums, which they describe as a “tax,” but do not give drivers receipts. This practice has doubled the amount of bribes drivers pay in Mali and in Ghana.**

### III- TREND ANALYSIS

This report compares results of four periods:

- Fourth quarter of 2008 (**T4-08**) which is compared to
- Third quarter of 2008 (**T3-08**),
- First quarter of 2008 (**S1-08**),
- Fourth quarter of 2007 (**T4-07**).

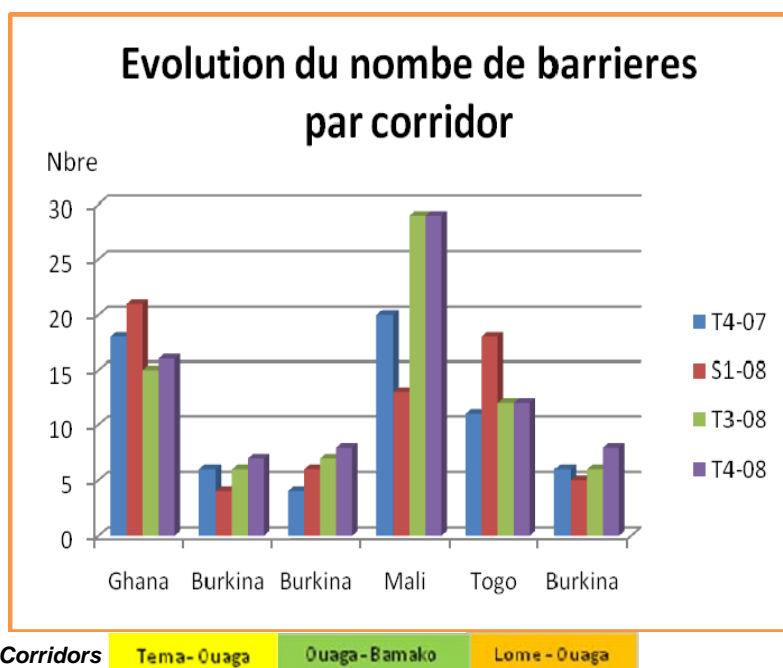
#### 3.1 Change in the number of checkpoints, by country

Comparing the two last quarters (T3-08 and T4-08), we notice that the total number of checkpoints on all of the corridors increased by 7% during the 4th quarter 2008, passing from a total of 75 (T3-08) to 80 (T4-08). We attribute this to an increase in the number of checkpoints, by 21% and 7% respectively, in Burkina Faso and Ghana. In Mali and Togo, the number of checkpoints remains unchanged from the third quarter of 2008, but still remains high along the Malian segment of the corridor with 29 checkpoints. Comparing the 4th quarters of 2007 and 2008, we notice a net increase in the total numbers of checkpoints of 23% along all corridors.

**Table 2: Number of checkpoints on each corridor**

Corridor	Number of stops per corridor				Stops per 100 km			
	T4-07	S1-08	T3-08	T4-08	T4-07	S1-08	T3-08	T4-08
<b>Tema-Ouaga</b>	<b>24</b>	<b>25</b>	<b>21</b>	<b>23</b>	<b>2</b>	<b>2</b>	<b>2</b>	<b>2</b>
Ghana	18	21	15	16	2	2	2	2
Burkina	6	4	6	7	3	2	3	4
<b>Ouaga-Bamako</b>	<b>24</b>	<b>19</b>	<b>36</b>	<b>37</b>	<b>3</b>	<b>2</b>	<b>4</b>	<b>3</b>
Burkina	4	6	7	8	5	1	1	2
Mali	20	13	29	29	1	3	7	7
<b>Lomé-Ouaga</b>	<b>17</b>	<b>23</b>	<b>18</b>	<b>20</b>	<b>2</b>	<b>2</b>	<b>2</b>	<b>2</b>
Togo	11	18	12	12	2	2	2	2
Burkina	6	5	6	8	2	2	2	3

**Figure 1: Change in the number of checkpoints over the four time periods analyzed**



### 3.2 Change in bribery by corridor and by country

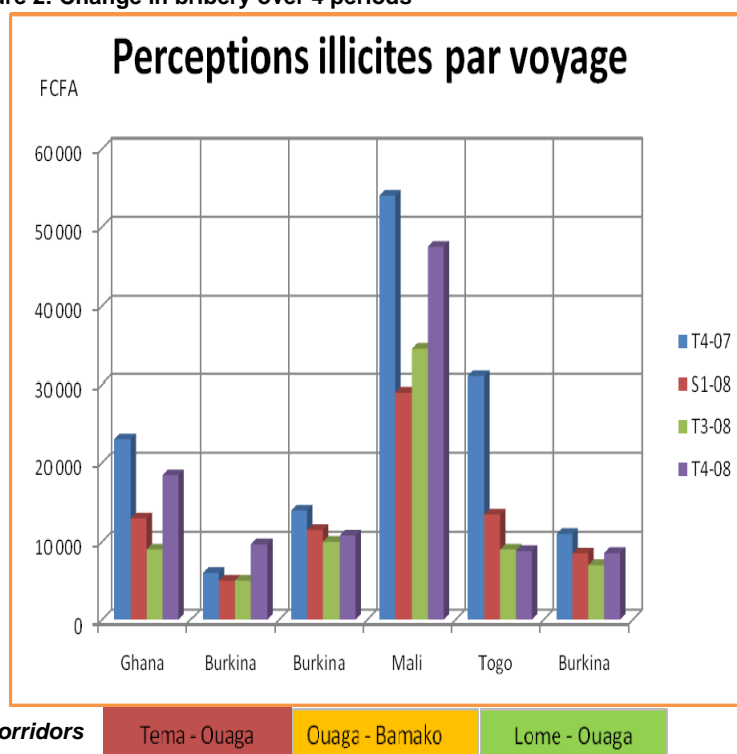
Comparing the results of the 4th quarter 2008 with the 3rd quarter shows an upward trend in bribery on the three corridors of 100%, 31% and 12%, respectively, for the Tema-Ouagadougou, Bamako-Ouagadougou and Lome-Ouagadougou corridors. This strong increase in bribery along the Tema-Ouagadougou corridor is essentially due to the introduction of the tax on overweight trucks on the Ghanaian segment of the route collected by agents at the toll booths without issuing receipts to drivers. Only Togo recorded a notable decrease in bribery, about 2%. Bribery in Mali increased to 47,000 FCFA per trip in the 4th quarter – an increase of 38% over the previous quarter. There, too, the new form of corruption was seen – the tax on overweight trucks. We also note that these bribes are lower compared to the same period last year on all of the corridors.

**Table 3: Bribes collected by corridor and by country (amounts in F CFA)**

Corridor	Bribes collected, by trip				Per 100 km			
	T4-07	S1-08	T3-08	T4-08	T4-07	S1-08	T3-08	T4-08
<b>Tema-Ouaga</b>	<b>29 000</b>	<b>18 000</b>	<b>14 000</b>	<b>28 058</b>	<b>2 900</b>	<b>1 700</b>	<b>1 300</b>	<b>2 655</b>
Ghana	23 000	13 000	9 000	18 397	2 700	1 500	500	2 088
Burkina	6 000	5 000	5 000	9 662	3 600	3 000	5 000	5 490
<b>Ouaga-Bamako</b>	<b>68 000</b>	<b>40 500</b>	<b>44 500</b>	<b>58 243</b>	<b>7 500</b>	<b>4 500</b>	<b>5 000</b>	<b>6 331</b>
Burkina	14 000	11 500	10 000	10 796	2 700	2 500	2 000	2 212
Mali	54 000	29 000	34 500	47 447	13 000	6 500	8 000	10 983
<b>Lomé-Ouaga</b>	<b>42 000</b>	<b>22 000</b>	<b>15 500</b>	<b>17 361</b>	<b>4 100</b>	<b>2 000</b>	<b>1 500</b>	<b>1 702</b>
Togo	31 000	13 500	9 000	8802	4 000	2 000	1 200	1 180
Burkina	11 000	8500	7 000	8559	4 000	3 000	2 500	3 124

Note: 1 US\$ = 450 FCFA and 1 US\$ = 0,96 GH¢

**Figure 2: Change in bribery over 4 periods**



### 3.3 Change in delays by corridor and by country

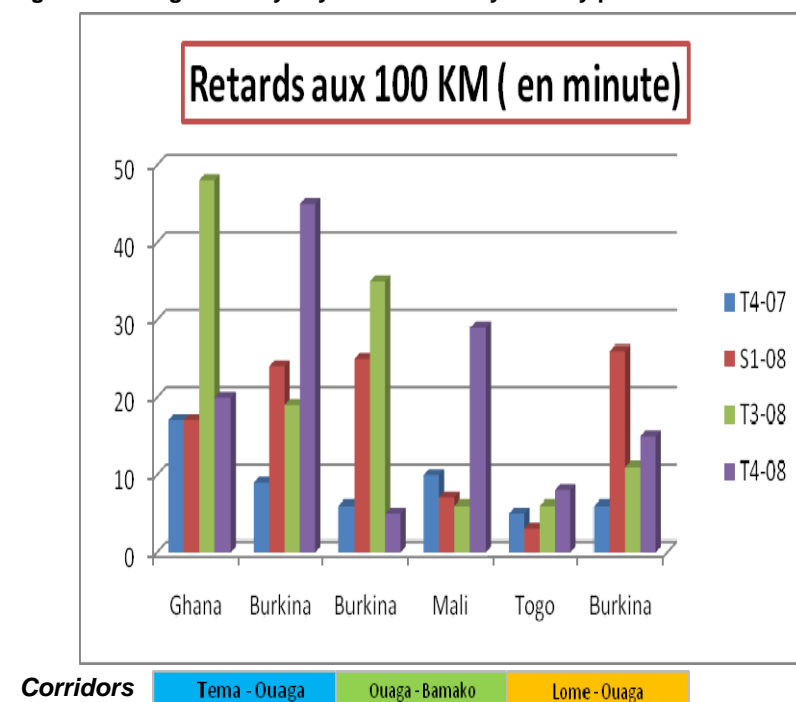
This fourth quarter, Ghana recorded a significant decrease in delays at checkpoints compared to the third period: a 58% decline. Mali recorded the biggest increase – 383%, from six minutes during the third quarter to 29 minutes during the fourth; delays in Togo increased by 33%. In Burkina Faso, delays increased 36% on the Lome-Ouagadougou corridor, increasing from 11 minutes in the third quarter to 15 minutes during the fourth; on the Tema-Ouagadougou corridor an increase of 137%. However, a decrease of 86% was recorded on the Ouagadougou-Bamako corridor, which occurred exclusively on the Burkina Faso section of the route. Overall, delays decreased 6% on all corridors between the fourth quarter of 2007 and the fourth quarter of 2008.

**Table 4: Change in delays at checkpoints**

Corridor	Delay (minutes) per 100 km			
	T4-07	S1-08	T3-08	T4-08
<b>Tema-Ouaga</b>	<b>26</b>	<b>18</b>	<b>24</b>	<b>24</b>
Ghana	17	17	48	20
Burkina	9	24	19	45
<b>Ouaga-Bamako</b>	<b>16</b>	<b>16</b>	<b>20</b>	<b>16</b>
Burkina	6	25	35	5
Mali	10	7	6	29
<b>Lomé-Ouaga</b>	<b>11</b>	<b>9</b>	<b>7</b>	<b>10</b>
Togo	5	3	6	8
Burkina	6	26**	11	15

\*\* March data takes into account the collapse of a bridge crossing a river near Koupela in Burkina Faso.

**Figure 3: Change in delays by corridor and by country per 100 km**



## IV- CONCLUSION

This sixth IRTG report presents the results of the last survey completed in 2008, based on data collected Oct. 1 to Dec. 31, 2008. It does provide satisfaction in terms of reducing the harmful practices affecting transport and transit on the IRTG corridors compared to the previous reports.

In effect, the number of checkpoints on all of the corridors increased during the fourth quarter, by 6% compared to the third quarterly report of 2008. And it increased by 21% compared to the fourth quarter of 2007.

It is again, in 2008, the Malian segment of the route that bribery is the most elevated and bribery increased by 37.5% compared to the third quarter. Bribery increased along all of the corridors, to the extent that it was up 100% along the Tema-Ouagadougou corridor.

The explanation for this worrying situation is the appearance of a new source of bribes on the Tema-Ouagadougou and Ouagadougou-Bamako corridors, essentially on Ghanaian and Malian territory: Embezzlement of a « tax » on overweight trucks. Agents take this money without providing a receipt to the alleged offending driver. The level of corruption has consequently increased during this quarter because of this new source of bribes.

Such practices annihilate the efforts undertaken by national authorities to reduce corruption along the primary trade corridors.

The IRTG initiative invites political and administrative authorities in the countries concerned to take measures to stop the practices that make the transit of cargo and the transportation of people and merchandise inefficient on the IRTG corridors.

## V- ANNEX 1: Complete survey results for the period Oct. 1 to Dec. 31, 2008

Table 5: Synthesis of results obtained through analysis of survey data on IRTG corridors.

IRTG Results : Oct. 1 to Dec. 31, 2008 Checkpoints, Bribes and Delays																				
Country	Number of voyages	Distance traveled (km)	Number of checkpoints by agency and by trip								Bribes taken in FCFA by agency and by trip*								Delays (in minutes)	
			Police	Border police : immigration	Customs	Gendarmerie	Mayor, Unions, Tema Roadway	Other***	Total	Per 100 km	Police	Border police : Immigration	Customs	Gendarmerie	Mayor, Unions	Other***	Total	Per 100 km	Total	Per 100 km
<b>Tema – Ouagadougou</b>																				
Ghana**	91	881	6,34	0.82	8.40	0	0.02	<b>0.64</b>	<b>16.23</b>	<b>1.84</b>	2 585	335	6 124	100	10	9 243	18 397	2 088	177	20
Burkina	91	176	1,08	0.95	3.32	0.93	0.05	<b>0.07</b>	<b>6.40</b>	<b>3.63</b>	1 682	1 573	4 264	1 934	99	110	9 662	5 490	80	45
<b>By corr.</b>	<b>91</b>	<b>1057</b>	<b>7.42</b>	<b>1.77</b>	<b>11.71</b>	<b>0.93</b>	<b>0.08</b>	<b>0.70</b>	<b>22.63</b>	<b>2.14</b>	<b>4 267</b>	<b>1 907</b>	<b>10 388</b>	<b>2 034</b>	<b>109</b>	<b>9 353</b>	<b>28 058</b>	<b>2 655</b>	<b>257</b>	<b>24</b>
<b>Ouagadougou – Bamako</b>																				
Burkina	83	488	1.48	0.95	4.29	1.01	0.35	<b>0.07</b>	<b>8.16</b>	<b>1.67</b>	2 163	1 843	4 289	2 277	157	67	10 796	2 212	22	5
Mali	83	432	6.05	0.55	5.86	7.18	2.98	<b>6.67</b>	<b>2.29</b>	<b>6.78</b>	7 801	1 145	1 892	12 265	4 006	20 339	47 447	10 983	124	29
<b>By corr.</b>	<b>83</b>	<b>920</b>	<b>7.53</b>	<b>1.5</b>	<b>10.14</b>	<b>8.19</b>	<b>3.33</b>	<b>6.75</b>	<b>37.45</b>	<b>4.07</b>	<b>9 964</b>	<b>2988</b>	<b>6 181</b>	<b>14 542</b>	<b>4 163</b>	<b>20 406</b>	<b>58 243</b>	<b>6 331</b>	<b>146</b>	<b>16</b>
<b>Lomé – Ouagadougou</b>																				
Togo	127	746	332	0.82	4.16	3.13	0.05	0.02	<b>11.50</b>	<b>1.54</b>	2865	713	2047	3004	63	110	8802	1 180	61	8
Burkina	127	274	177	1.59	3.71	1.17	0.00	0.01	<b>8.25</b>	<b>3.01</b>	2280	2000	2379	1719	157	24	8559	3 124	41	15
<b>By corr.</b>	<b>127</b>	<b>1020</b>	<b>509</b>	<b>2.41</b>	<b>7.87</b>	<b>4.31</b>	<b>0.05</b>	<b>0.03</b>	<b>19.76</b>	<b>1.94</b>	<b>5145</b>	<b>2713</b>	<b>4426</b>	<b>4723</b>	<b>220</b>	<b>134</b>	<b>17361</b>	<b>1 702</b>	<b>103</b>	<b>10</b>

Notes: \*1 US\$ = 425 FCFA and 1 US\$ = 0.98 GH¢, the currency used in this analysis is the Franc CFA; \*\* There is no gendarmerie in Ghana; Other\*\*\* : This column appears due to the appearance of new forms of bribery on the corridors, such as the overweight truck "tax" drivers are forced to pay without being given receipts.

## VI- ANNEXE 2 : Acknowledgements

The IRTG initiative publishes this report thanks to the support of many people, including drivers who complete the survey questionnaires, transporters and unions. The initiative also works with economic operators, the media and civil society organizations to take action against road corruption.

The initiative particularly thanks the National Coordinator and the Focal Point staff of the following countries:

### **Burkina Faso**

- National Coordinator: General Direction of Land and Sea Transport
- Focal Point: *Conseil Burkinabè des Chargeurs*

### **Ghana**

- National Coordinator: Office for ECOWAS, Ministry of Foreign Affairs, Regional Cooperation and NEPAD
- Focal Point: Ghana Shippers' Council

### **Mali**

- National Coordinator: Direction of Land, Sea and River Transport

### **Togo**

- National Coordinator: General Direction of Transport
- Point Focal: Togo Chamber of Commerce and Industry