

# Senegal

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*What motivated the establishment of your Single Window (SW)?*

## **Background**

The Senegalese Single Window, called ORBUS, was established in order to achieve the following objectives:

- Reduction of customs clearance time-limits
- Reduction of customs clearance costs
- To improve the quality of the service offered to importers and exporters
- Elimination of red tape

*What year was it established?*

The Ministry of Commerce started the project in early 1996. In 2001, the project moved to the Ministry of Finance. In 2002, GIE GAINDE 2000 was created to finalize the project and to run the system.

*What is the current status of the facility (study, pilot phase, running)?*

- Study phase: from 1996 to 1998
- Development phase: from 1998 to 2003 (the project was frozen from 2000 to 2002)
- Pilot phase: from February 2004 to July 2004
- Parallel run: from July 2004 to February 2005 (55% of operation through ORBUS)
- Total run: since March 2005 (100% of operations through ORBUS)

*How did the SW interface with already established systems (if any existed)?*

## **Establishment**

Some stakeholders were already equipped with their own system (e.g.: Banks, insurance companies, inspection, customs) others were not. For those who were not equipped, we provided them with ORBUS interface as their new system (hardware and software were offered to public stakeholders. For private stakeholders, only software was offered).

We provided those who were equipped, with an open interface that they can use by creating an electronic link to their system to proceed 100% electronically. It is also possible for them to use the interface as a stand-alone application and to manually feed data into their system. The two situations currently exist.

*Did any other SW model serve as inspiration or model?*

In early 1996, during the study phase, Senegalese experts visited Singapore to learn about their single window experience, since it was the only existing operational model in the world. We were impressed by what we saw of SNS (Singapore Network Services). There was a high level of organization and coordination.

Considering that our context was different, we finally decided to build our system from our ground realities. So we can say that the Senegalese model is an original one.

*What process was followed in setting it up? Was there a pilot project?*

The project was driven by the Department of Commerce as a component of a Trade Point project. The first step was to decide about the “WHAT”. Should it be a physical single window or a virtual single window? The government decided that it would be a virtual one.

The second step was to agree on an operational model, which involved discussion with all stakeholders. This took a long time because the needs were disparate and the necessity to preserve all the prerogatives was crucial.

The third step was to design and develop the system. At each step, there is a need for validation with the concerned stakeholder. Proximity management is critical because, from the time you start the project, rules and people are changing.

Fourth and further steps were the following:

- Test (internal and external)
- Training
- Pilot phase
- Parallel run
- Total run

*What kind of training for the staff was required in the establishment and how was it organized?*

During the development phase, the project was driven by Trade Point. The training required was mostly related to “Trade Facilitation” and “Information System Management”. During the GAINDE 2000 phase (deployment phase), the same requirements remain. There is also the need to have helpdesk assistance and people highly qualified in IT infrastructure.

*How long did it take the facility to become operational?*

The project took a long time in Senegal because of the 3 years intermission. So we can consider that the project started in 1996 and ended in 2004 with 3 years of interruption.

### Services

*What services does the SW provide? What documents/information/process are covered?*

The following documents are covered by ORBUS:

N°	CODE	DOCUMENTS
1	DPI	Déclaration Préalable d'Importation
3	AC	Autorisation de Change
4	AI	Attestation d'Importation
5	EC	Engagement de Change
6	AE	Attestation d'Exportation
7	FD	Facture Définitive
8	FP	Facture Pro Forma

9	QT	Quittance de paiement Trésor
10	BAE	Bon A Enlever Douane
11	PA	Police d'Assurance
12	CON	Connaissance
13	COI	Certificat d'Origine Import
14	COE	Certificat d'Origine Export. (7 types de certificats)
15	CSD	Certificat Sanitaire DIREL ( 8 types de certificats)
16	CZSD	Certificat Zoo – Sanitaire DIREL (6 types de certificats)
17	CSDO	Certificat Sanitaire DOPM
18	CCOS	Certificat de Contrôle d'Origine Sanitaire
19	DIPA	Déclaration d'Importation de Produit Alimentaires
20	RDIIM	Récépissé de déclaration d'Importation des Instruments de Mesure
20	CQ	Certificat de Qualité
21	PI	Permis d'Importation DPV (2 types de demandes)
22	CPS	Certificat PhytoSanitaire
23	PVIPI	Procès Verbal d'Inspection Phytosanitaire à l'Importation

A Facilitation Centre has been set up to assure the system's back office management, but also to address the needs of the users who do not have online access to the system. Data capture operators create ORBUS files on the latter's behalf and monitor the state of progress.

*How many transactions per day are handled? What percentage of total transactions?*

About 6 000 demands per month (each demand requires at least 2 to 3 documents) - 100% of transactions.

*How many clients does the SW have at the present time?*

360 clients have subscribed and are connected to ORBUS (they submit 70% of the demands).

30% of the demands are submitted by importers who are not connected through the center of facilitation set up by GAINDE 2000.

### **Operational model**

*How does it work? What is the operational model for the SW (describe the business process model)?*

The ORBUS 2000 System is designed to facilitate foreign trade procedures through electronic exchanges among the different stakeholders. The system is built on a technological infrastructure and provides a set of services. The Facilitation Center (the Key point of the ORBUS System) is in charge of coordinating the ORBUS

operations and the monitoring of the system's performances.

The Facilitation Center has been set up to carry out three main functions:

- Serve as the back office of the ORBUS System
- Manage the traders who do not have direct access to the system
- Certify the ORBUS printouts to be submitted to non - automated Customs Stations

The Centre has been entrusted with the mission to see to the performance of the facilitation system. To this end, it has to:

- Manage users' requests
- Monitor the daily restart of all the initialized processes
- Coordinate the facilitation Centre of Yoff (L.S.S Airport of Dakar)
- Set up and manage the licensed centres
- Coordinate the intervention of stakeholders involved in ORBUS 2000
- Provide hotline assistance to users
- Design and implement work procedures
- Coordinate the resolution of technical hitches hindering the proper functioning of the system
- See to the availability of stakeholders' facilities
- Assure the provision of consumables to stakeholders
- Assure the invoicing and recovery of customers' dues
- Coordinate the remittance of service charges to stakeholders
- Manage certified printouts
- Define the service quality policy

*Who are the main clients?*

All of Senegal's importers and exporters, since the system is mandatory.

*Which public and private agencies are involved in the facility?*

Senegal's single window is interconnected to the following agencies:

- Banks
- Currency and Credit Department (DMC): in charge of controlling exchange permits
- Insurance Companies
- Plant Protection Office (DPV)
- Livestock Department (DSV)
- Foreign Trade Division (DCE)

- Maritime Fishery Department (DITPP)
- Control and Quality Division (DCQ)
- Metrology Department (DM)
- COTECNA: Inspection Company authorized by the Senegalese authorities.
- Forestry Authority (DEF)

### **Business model**

*What is the business model?  
How is it financed  
(government, private sector,  
Private-Public partnership)?*

During the Trade Point phase, the government mainly financed the project. After transferring the project to Customs, the project was financed by a committee including both the private sector and the Government. That committee collects 10 USD per customs declaration to maintain and improve the system.

*What were the costs of  
establishment of the facility?*

We don't have specific information about the cost of the development process during the Trade Point phase. But we can estimate that more than 2 million USD have been spent by Trade Point to support the development process and to buy the necessary equipment to operate the system.

From the time the project was transferred to customs (2001) to the operational phase (2004), we know that 800,000 USD was spent to update the application, install a new infrastructure, set up the facilitation centre and cover the starting expenses (training, communication...).

*What was the difference  
between estimated costs and  
real costs?*

Since the project has two distinct phases, it is difficult for us to answer that question. Our feeling is, with the decrease of information technology cost, the project is less expensive than we had expected. For instance, from 1996 to now, the connection fees have decreased by more than 70% in Senegal. Computer hardware has also decreased significantly.

*What are the ongoing  
operational costs (annual)?*

1,000,000 USD (estimation)

*What are the user fees (if any)  
and annual revenue? Model  
of payment (fixed price per  
year, price per transaction,  
combination, other model)?*

- Subscription fees (once off): 200 USD
- Fixed price per transaction: 15 USD (export transactions are free since April 2009)
- Additional price per document: 2 USD

For those who are not connected, subscription fees are not required but they have to pay additional service charges of 10 USD for each transaction.

*How will the SW be sustained over the coming years?* The single window of Senegal is self-sustainable after one year of operation. The rate has been determined to cover all the operational costs and the research and development activities.

Note that the central servers of ORBUS are hosted by customs. So ORBUS and the customs system (Trade X) share the same central infrastructure and maintenance costs are supported by Customs administration.

*Do the revenues generated cover operational costs or do they make a profit?* We are just covering operational costs. Profits are made with other services we provide and which are not mandatory (e.g. Training, electronic payment).

*Are the revenues (if any) reinvested in the SW?* We have a permanent activity of research and development to improve the system with respect to technology evolution, the use of international standards and to enlarge the scope of procedures.

### **Technology**

*What technology is used?* Distributed environment:

- Web (VB6 /ASP)
- Services Windows
- MSMQ 3.0 as asynchronous messaging
- IIS 6.0 and FrameWork2.0 (for DotNET part)
- COM/DCOM Items Components technology in transactions
- SQL Server 2000 database (2005 ongoing migration)
- Windows Advanced Server 2000 and 2003 OS (since 2008).

The ongoing paperless trade project will lead to a complete revision and upgrade of the architecture and the platform in 2010.

*How are data submitted (electronically – what type of format/language, paper – what forms, combination – what kind of combination)?*

- Invoice data
- Stakeholder documents (IDF, Permits...)
- Scanned attached documents

*Where are data sent and lodged (government or private entity)?* Local stakeholders store information on their own servers. A central server collects all the data.

*Who can submit data (importer, exporter, agent, customs broker)?* Users and stakeholders (Importer, Exporter, Custom Brokers, Banks...) and Government agencies

### **Promotion and communication**

*How did you promote the facility?*

- Public relations activities involving officials and medias
- Diffusion of a video in French and Wolof (national language)

*How were all stakeholders kept informed about the facility's progress?*

Through regular meetings with stakeholders to allow them to be able to defend the project and regular letters of information from the Minister or the customs commissioner to stakeholders and importers/exporters associations to keep them informed.

*What kind of training was provided for users?*

Training was free during the pilot phase. For the stakeholders, we provided them with 2 classes. One is related to computers for those who were not computer literate, and another one related to ORBUS application. For the users, we just provide a class for the use of the system. Each participant received an instruction manual at the end of the training period. For the large users and the stakeholders, we coach them at their office during the first days of use to make them comfortable with the application.

*Do you provide any helpdesk or customer service?*

We have a monitoring application to supervise the flows, a helpdesk to assist users and a mobile team to visit them and take care of technical issues they face. It is a necessary component of the system. After one year of operation, the level of assistance needs has decreased but is still important.

*Is use of the facility obligatory or voluntary?*

#### **Judicial aspects**

Obligatory

*Do participants need to sign a contract with provider/agency in order to participate?*

Yes, but only for those connected to the system.

*Was specific legislation (or change of old legislation) necessary?*

In Senegal, we use the simplest way to implement the SW project. Since Customs administration is the body that requires all the documents collected, and Customs is also the operator of the SW (80% of GIE GAINDE 2000 belong to Customs), there was no problem for Customs to accept electronic documents collected through ORBUS. New legislation was not necessary to allow ORBUS to be operational.

In 2008, Senegal has adopted several laws and regulations relating to the information society, including a law on electronic transactions and a law on protection of personal information of citizens.

The law "N° 2008-08 of January 25, 2008" is to ensure the security of electronic transactions in Senegal, including transactions related to electronic commerce, at the conclusion of an electronic contract, acceptance of signature and proof electronics and, finally, the possibilities of electronic transmission of documents or administrative acts.

*How is the privacy of information protected?*

Law "No. 2008-12 of January 25, 2008" on the protection of personal data is to fight against violations of privacy that may be generated by any processing of personal data that identifies directly or indirectly person.

*What is the role of international standards (UN/EDIFACT, UNLK, UNLOCODE, UN/CEFACT Single Window Recommendation, etc) in your SW?*

### **Standards**

ORBUS and TRADE X are compliant with most of United Nations and World Customs Organization standards and guidelines. We use EDIFACT in Trade X for Manifest treatment and we also use UN/LOCODE. Concerning the United Nations Layout Key (UNLK), we don't use it 100% in ORBUS because we have kept the forms as they were to avoid resistance. So some forms were already compliant with UNLK, some others were not. With the new "paperless Trade Project", it is intend to align, as much as possible, the documents.

*What are the benefits to clients and to participating agencies?*

### **Benefits**

In the first six months of operation, the benefits were not visible. Now clients can have in a single day, without moving an inch, what they obtained in 2 or 3 days in the past with at least 4 displacements. For the public participating Agencies, ORBUS provides them with an electronic system they didn't have in the past. They can now have better control of operations, they can communicate online with other stakeholders and with the clients, and they can also provide a better quality of service to the users. Concerning the private agencies, they have the same benefits as the public agencies as well as benefiting from operational cost reduction.

*How did it benefit the trading community and the Government?*

Trade facilitation always leads to time processing reduction and then to cost reduction. There is currently no survey to measure it. But the indicators we have can allow us to confirm that these two objectives have been reached.

*What was the impact on Customs revenues?*

Not only because of SW implementation, Customs revenues have increased more than 50% during the five last years.

*What problems did it solve?*

- Coordination between stakeholders
- Reliability of transactions
- Improvement of competitiveness
- Reduction of the time require to complete pre clearance formalities (from 4,5 days to 0,5 days)

*What were the crucial success factors?*

### **Lessons learned**

- Government strong involvement
- Customs leadership
- Public and Private Partnership
- Creation of an autonomous entity to develop and operate the SW
- Regular information meetings with the stakeholders

*What were the greatest obstacles?*

- Changing resistance
- Power migration or reduction with IT introduction

*What are the main lessons*

- Start by mapping the existing rules

*learned?*

- Change the minimum of rules so people on the ground will not fear the new system
- When everyone is on the system it becomes easier to simplify, standardize ...
- Spend time to discuss and to put people in confidence. Don't use technical words. They need to understand to support.

*What are the plans for further development of the SW?*

#### **Future plans**

- Data exchange pilot projects with Europe and Asia
- Extension of the single window scope to logistic services
- Paperless Trade Project (2009 – 2012)
- Electronic payment services
- Upgrade of the platform (architecture, technologies and hardware)
- Improvement of functionalities

*What are the biggest obstacles to further development of the SW?*

- For local services there is now only few obstacles related to change management.
- For international pilot projects, the obstacles are related to the fact that the main partners of Senegalese traders are located in countries which not offering paperless trade facilities.

*Do you intend to make agreements concerning SW cooperation on the regional level?*

Yes. UEMOA (West African countries Union) has launched a study to evaluate the possibility to set a regional SW. Senegal is involved in that process.

*Are you planning to have agreements for exchange of data with SW running in other countries?*

Yes (UK, France and Malaysia)

*Website:*

#### **Source for further information**

[www.gainde2000.sn](http://www.gainde2000.sn)

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