PORT AUTONOME DE COTONOU

Banque Européenne pour la Reconstruction et le Développement

PORT AUTONOME DE COTONOU
Early Market Consultation
November 10, 2026

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1. PORT OVERVIEW

The PAC is the economic lung of Benin and the sub-region's major logistics hub

Economic Lung

Generates over 80% of Benin's customs revenue and provides the strategic maritime transit route to the hinterland countries (Niger, Burkina Faso, Mali).

Strategic Ambition

Digital transformation, overall modernisation of facilities and capacity building to accommodate new-generation vessels.

International Partnerships

Strengthened cooperation with major donors (EBRD, European Union, GIZ, LuxDev), ensuring high standards of governance.

LUNG OF THE BENINESE ECONOMY

- Main driver of the country's economy
- Gateway to Benin and to the hinterland and neighbouring countries
- Port certified compliant with the International Ship and Port Facility Security Code (**ISPS**)
- Eco-citizen platform certified **ISO 9001:2015**, **14001:2015** and **45001:2018**
- First certified port in sub-Saharan Africa
  EcoPorts PERS
- Advanced paperless and digitalisation projects



The Port of Cotonou accounts for:

- **90%** of external trade
- **80% to 85%** of customs revenue
- **45% to 50%** of tax revenue

PwC study, July 2020

VOLUMES: handled in 2025 & history 2017-2025

870 Ship calls
+14,60%

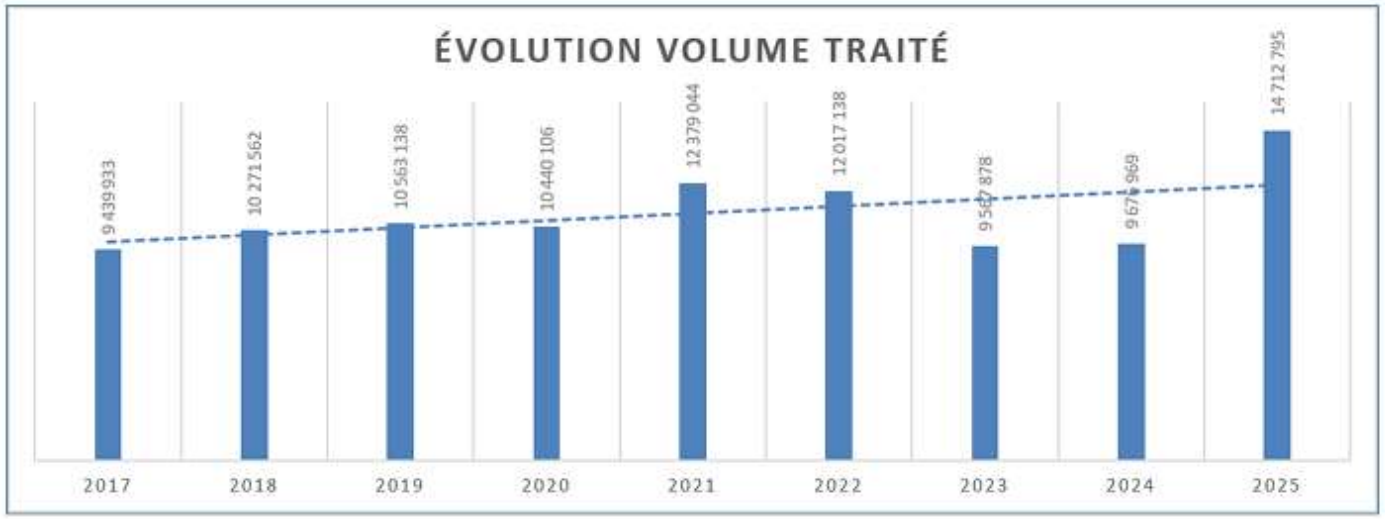
14,71 MT
+52%

16,5 MT projection 2026

577.789
TEUs
+61%

76.162 Rolling units
+60%

***MT = Millions tonnes**
(%) = Evolution comparée à 2024



PORT MANAGEMENT

- **COMMERCIAL**: LANDLORD PORT – SIX (6) CONCESSION ZONES
  - ✓ Benin Terminal (BT)
  - ✓ Benin Manutentions (BM)
  - ✓ Africa Logistics Zone (ALZ)
  - ✓ JNP/Oryx/Octogone/Puma/SBB
  - ✓ SOBIMAF
  - ✓ Fishing Port => POPAC steering committee
- **FINANCIAL**
  - ✓ Autonomous => no dividends paid to shareholders, to be extended 2026 - 2033
  - ✓ Loans on the PAC’s balance sheet
  - ✓ OHADA/IFRS
- **OPERATIONAL**
  - ✓ 100% in-house & Beninese: vessel & truck reception
- **INFRASTRUCTURE WORKS**
  - ✓ Infrastructure Sub-Department / MOD / Contractors (FIDIC)

FILIALES du PAC

1. **DPB** Dépôt Pétrolier du Bénin
2. **SOBIMAF** Société Beninoise des Infrastructures Maritimes & Fluvio Lagunaires
3. **SDEPAC** Société de Distribution Electricité Port Autonome de Cotonou
4. **SSPAC** Société Sportive Port Autonome de Cotonou
5. **ALZ** Africa Logistics Zone
6. **SSPAB** Société de Sureté Portuaire et Aéroportuaire du Bénin
7. **FPC** Fondation du Port de Cotonou

DPB
DÉPOTS PÉTROLIERS DU BÉNIN

SDEPAC
SOCIETE DE DISTRIBUTION D'ÉLECTRICITÉ DU PORT AUTONOME DE COTONOU

SoBIMaF

ASPAC
SIMPLEMENT LE MEILLEUR

Africa Logistics Zone

Fondation Port de Cotonou

PORT OF COTONOU IN 2020



2. PORT MASTER PLAN

The Port Master Plan (PMP) rolls out 12 major projects worth over FCFA 300 bn

Terminal 5 (Bulk)

Estimated budget: FCFA 110 bn (~€167 M)

Creation of a new high-performance bulk terminal to secure the supply of heavy materials.

Basin Extension & North Quays

Estimated budget: FCFA 108 bn (~€164 M)

Quay lengthening and basin deepening to accommodate container ships of over 300 metres.

Zongo Centralised Access & Parking

Estimated budget: FCFA 37 bn (~€53 M)

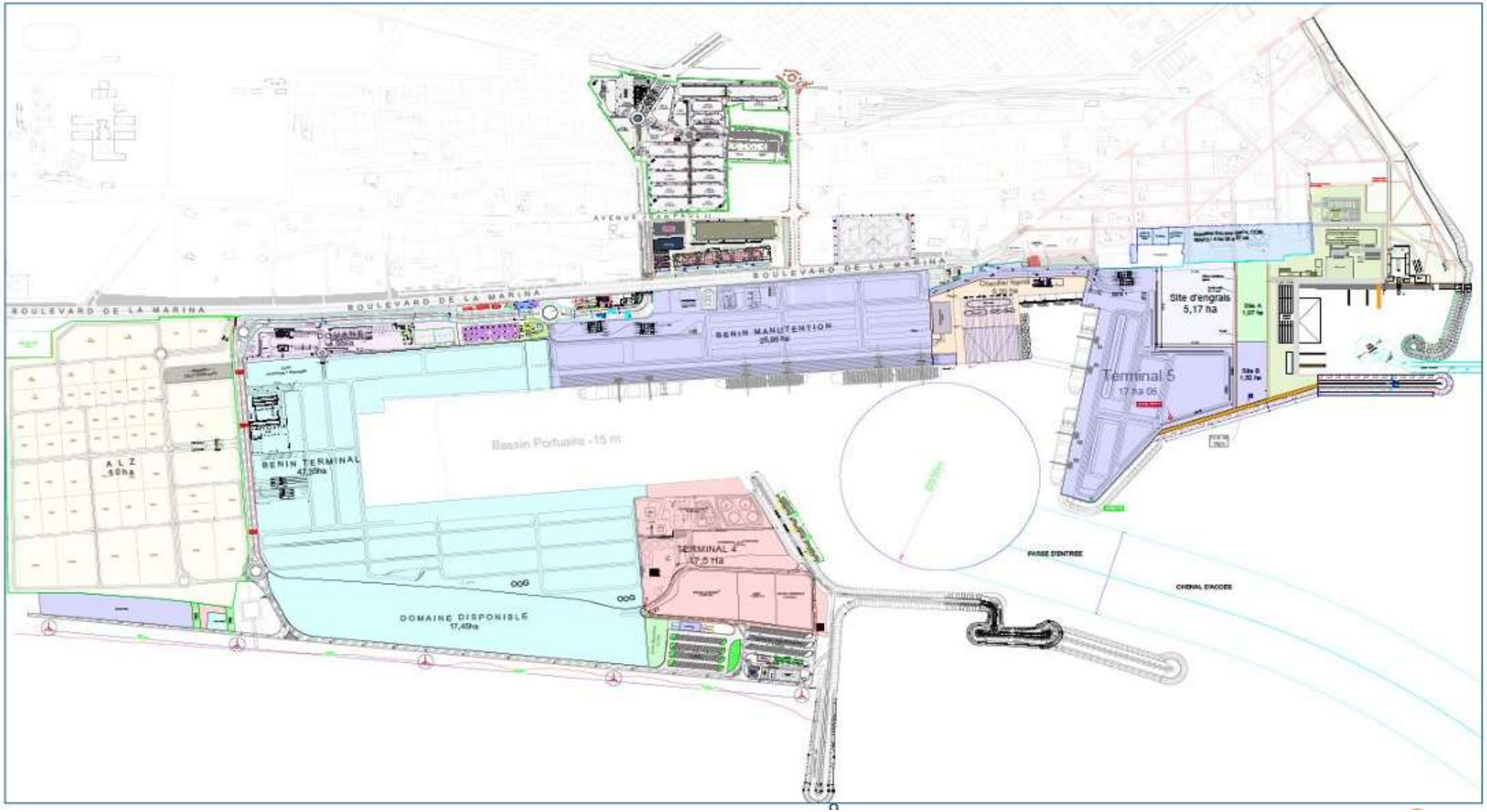
Development of a centralised access and a car park to relieve congestion in the city of Cotonou.

Construction of the New Fishing Port

Estimated budget: FCFA 57 bn (~€88 M)

Set up a modern, secure port infrastructure suited to artisanal and semi-industrial fishing activities, improving the conditions for landing, processing, preservation and marketing of fishery products.

MASTER PLAN IN PROGRESS

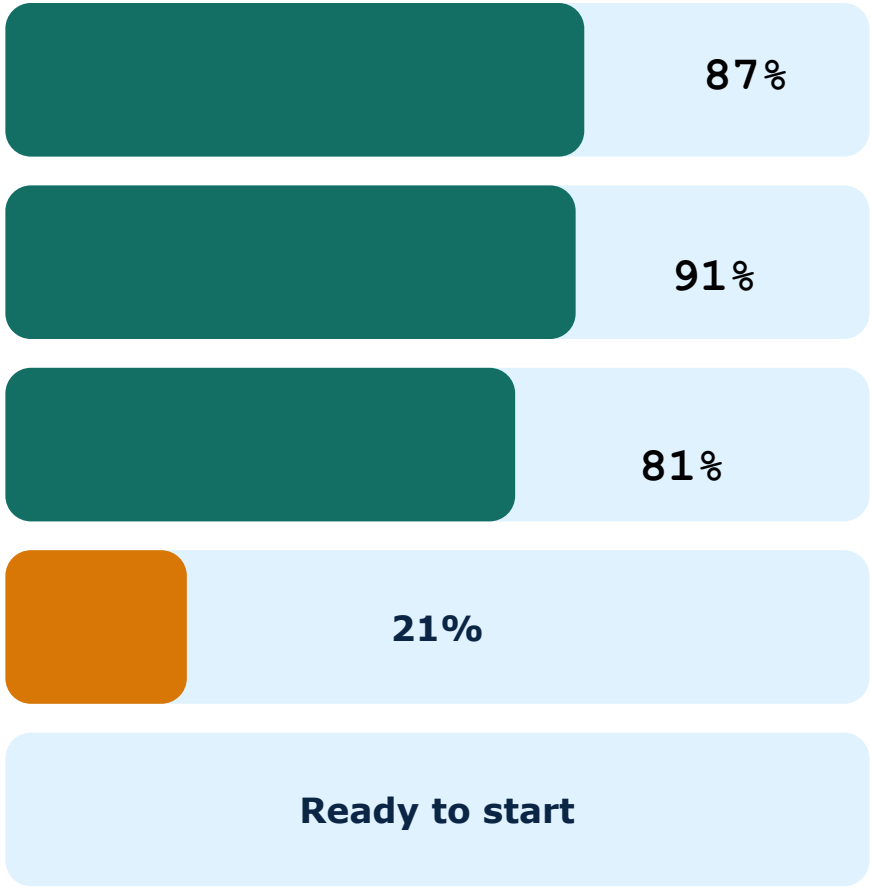


PORT OF COTONOU IN 2027



2.1 PROGRESS OF THE WORKS

Physical implementation of the Master Plan is accelerating, with >60% on the flagship sites



Terminal 5: protection of the platform



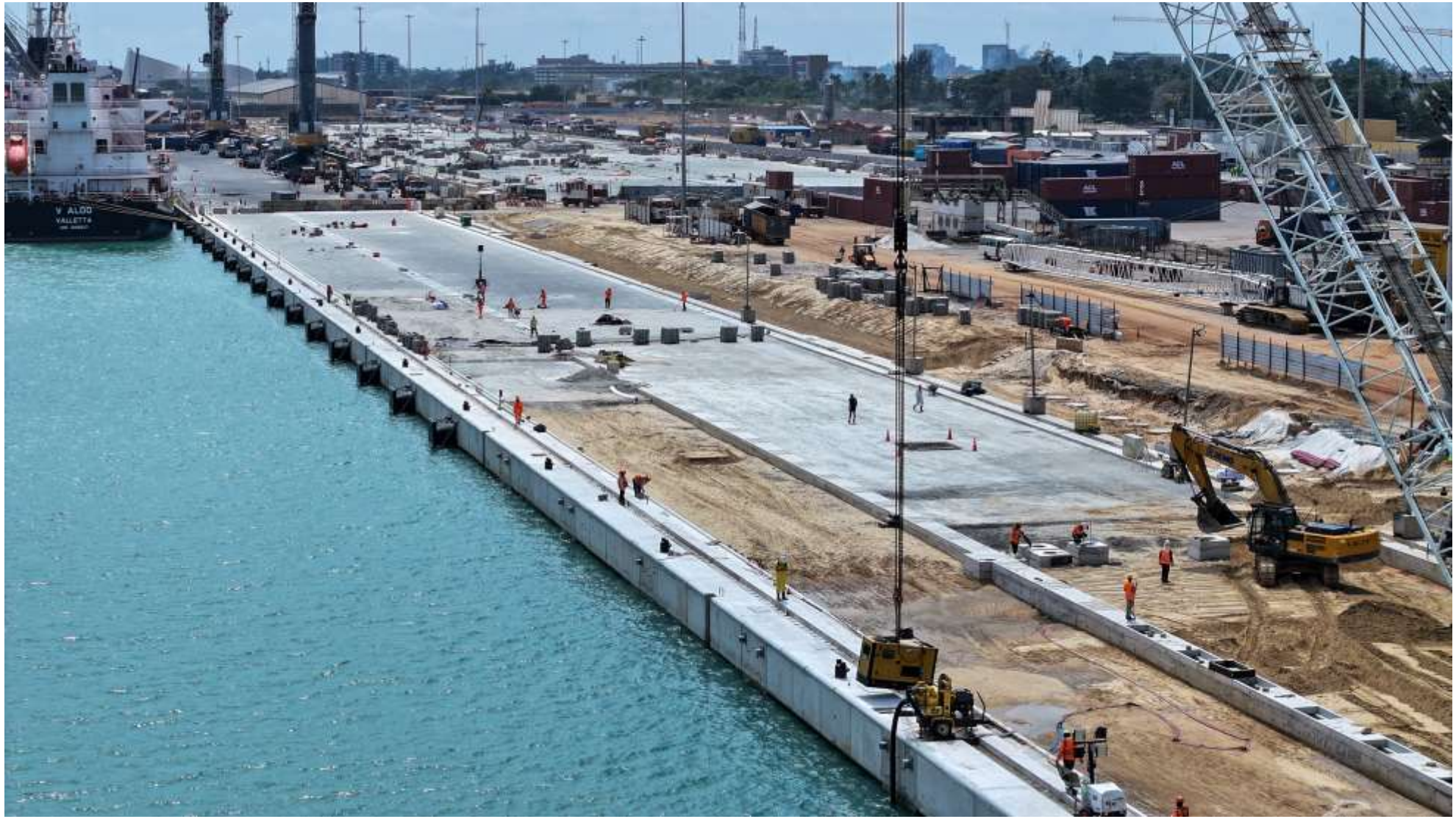
550 m combi-wall quay: driving, concreting of piles and driving of sheet piles



Basin extension: provisional acceptance of phase 1 (400 m of operational quay)



North Quay – Phase 2: additional 200 m of quay accepted on 28/08/2026



Basin extension / South Quay: Phase 5 finishing, roads and utility networks (VRD)



Zongo Car Park: entry into operation



Zongo Warehouse: East Entrance (secondary buildings complex)



AFRICA LOGISTICS ZONE PROJECT









AFRICA LOGISTICS ZONE PROJECT









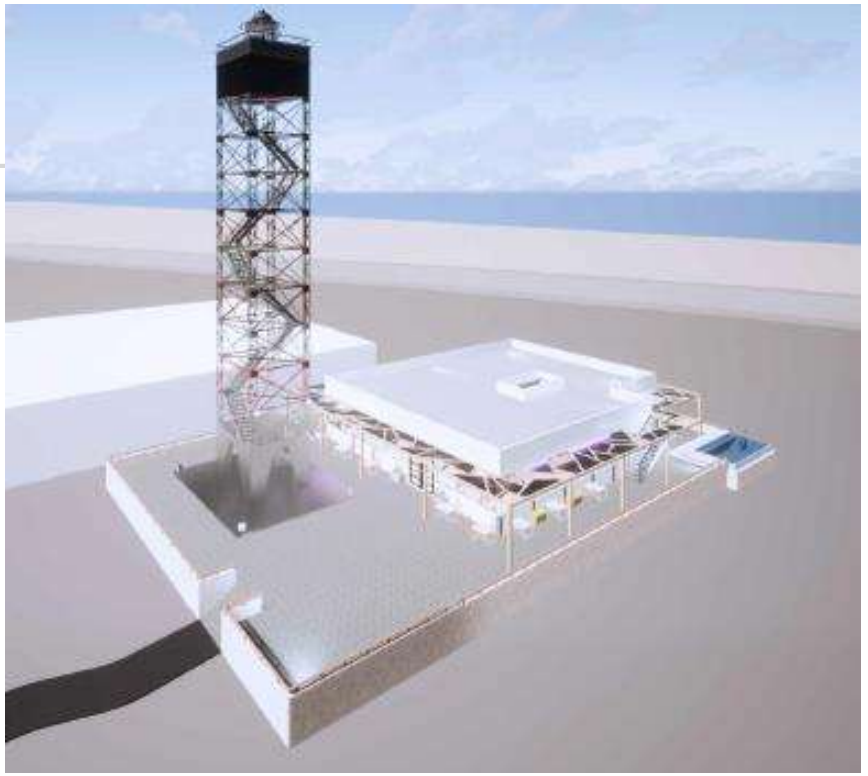
Fishery Port



Leisure Port (marina)











Renewable Energy Project





- ✓ Wind farm Faisability study
- ✓ Wind study and measurement
- ✓ EIA
- ✓ Launching STATCO: Preliminary and detailed design



3. EBRD / EU FINANCING

The EBRD and EU co-finance €33 M for key non-commercial infrastructure In addition to the LuxDev and GIZ partnerships (€15 M and €2 M respectively)

Operational infrastructure and port services	Safety and emergency services	Sports infrastructure	Vocational training
• Rehabilitation of the BEU (hiring office) • Harbour Master's Office • Laboratory • Motorcycles car park	• Fire station	• Akpakpa Sports Centre – Phase 1	• Training Centre -Phase 1

4. EME FRAMEWORK

The EME initiates a preliminary commercial dialogue in order to:

- ✓ **Inform companies of future opportunities**
- ✓ **Structure the procurement strategy**
- ✓ **Make the future tenders a success**

Project Identity & Financing

- ✓ Project Donors: EBRD ID 56249 / European Union
- ✓ Client: Port Autonome de Cotonou (PAC)
- ✓ Volume of Works: approximately €33 million (€33 M)
- ✓ Planned packaging: 7 separate lots (Buildings & roads and utility networks (VRD))
- ✓ Contractual Standard: EBRD rules and procedures and FIDIC Conditions of Contract (Red Book)

Strategic Objectives of the Consultation

- ✓ Test the packaging: validate lot sizes against company capacity.
- ✓ Adjust the Schedules: verify the feasibility of timelines under port-site constraints.
- ✓ Optimise Qualification: set realistic and competitive financial and technical thresholds.
- ✓ Encourage Competition: attract qualified national and international companies.

CONTACT PERSONS AT THE PAC FOR THE PROJECT

Department	Contact persons	Email address
Technical unit (Infrastructure Department)	• Adamo ESPOSITO • Moez EL AKKARI • Martis AHOUDJI	• **ugp.berd@pac.bj**
Procurement unit	• ABOU Abdou Gafar • Félix ADAHÉ • AVOCETIEN Cynthia • AYEDEGUE Christian	
Finance unit	• BIERNAUX Vincent • Mounirou Gafarou	

EBRD REGULATORY FRAMEWORK

In line with the 2026 PPR and the September 2026 EME note, the EME optimises the procurement strategy and Value for Money

1

Desk-Based Market Study

Preliminary analysis of local and regional construction-sector capacity before any formal launch.

2

Structured Consultation

Open dialogue with companies to validate the packaging, timelines and access conditions.

3

Strategy Adjustment (PDS)

Consolidation of a Project Delivery Strategy based on real market data, for review by the Bank.

EBRD REGULATORY FRAMEWORK (CONTINUED)

€33 M programme below the mandatory thresholds of the 2026 PPR: an EME conducted voluntarily

2026 PPR Lever	Mandatory threshold (works)	Programme situation	Approach adopted
Early Market Engagement (EME)	≥ 35 M€	€33 M, lots of €1 to €15 M	Not mandatory: conducted voluntarily and proportionately
Rated Criteria	≥ €35 M, quality weighting ≥ 50%	Below threshold	Weighting set via the positioning matrix (7.6), subject to EBRD no-objection
Local labour	50% if > €35 M	Below threshold	No quota imposed; local capacity tested during the EME
ECEPP Portal	Mandatory	Applicable	Tender documents published and contracts managed via ECEPP

Current stage: Sketch / Preliminary design (APS) / Detailed design (APD) = intermediate stage, high impact. packaging, thresholds, rated criteria, risk sharing and schedule can still be modified.

RULES OF CONDUCT

The EME guarantees a fair, transparent and non-binding framework for exchange

Equal Treatment	All participating companies receive exactly the same technical and financial information at the same time. No participant receives preferential support.
Non-Binding Nature	Participation in the EME constitutes neither a pre-qualification nor an obligation to bid in future tenders.
Confidentiality of Feedback	Responses to the questionnaire are treated by the PAC in a strictly confidential and anonymised manner.
Full Transparency	The exchanges enable the PAC to refine its Project Delivery Strategy (PDS) with complete impartiality. Questions and answers are shared with all; conflicts of interest are declared and managed.

NATURE OF THE EXERCISE

The EME distinguishes the preliminary consultation from formal award procedures

WHAT THE EME IS ✓

- An open and transparent market study
- A technical exchange of information
- A feedback-gathering tool to refine the PDS
- An opportunity for companies to anticipate needs
- A mechanism to strengthen future competition
- A test of assumptions that can still be changed

WHAT THE EME IS NOT ✗

- A call for tenders or a request for prices
- A pre-qualification or selection procedure
- A contractual or financial commitment by the PAC
- A premature direct negotiation
- A mandatory condition for bidding later
- Preferential support for a participant

5. SCOPE OF THE LOTS

The current programme provides for market consultation on 7 building, civil works and roads and utility networks (VRD) lots

Operational infrastructure and port services
LOTS 1-4

- Harbour Master's Office
- Redevelopment of the BEU (hiring office)
- Laboratory
- Motorcycles car park

Safety and emergency services
LOT 5

- Fire station

Sports infrastructure
LOT 6

- Akpakpa Sports Centre

Vocational training
LOT 7

- Trade School Phase 1 (Training Centre)

HARBOUR MASTER'S OFFICE





Description	Construction of the PAC Harbour Master's Office
Client	PAC
Project manager	COBLOC
Contractor	Not awarded
Contract	FIDIC
Covered area	6,657 m2
Duration & Completion	Design: **16 months** Execution: **26 months**
Source of financing	EBRD
Points of attention	• Design in progress: Sketch phase completed

BEU rehabilitation works

Description	BEU rehabilitation
Client	PAC
Project manager	COBLOC
Contractor	Not awarded
Contract	FIDIC
Covered area	.....m2 (Tbd later)
Duration & Completion	Design: **months** Execution: **months** (Tbd later)
Source of financing	EBRD
Points of attention	• Project under preparation

DOPS Warehouse, Archives, PPSE Laboratory





Description	Construction of the DOPS Warehouse, Archives and PPSE Laboratory
Client	PAC
Project manager	COBLOC
Contractor	Not awarded
Contract	FIDIC
Covered area	3,943 m2
Duration & Completion	Design: **14 months** Execution: **24 months**
Source of financing	EBRD
Points of attention	• Design in progress: Preliminary design (APS) phase completed

Motorbike Car Park





Description	Construction of the Motorbike Car Park
Client	PAC
Project manager	COBLOC
Contractor	Not awarded
Contract	FIDIC
Covered area	4,790 m2
Duration & Completion	Design: **14 months** Execution: **18 months**
Source of financing	EBRD
Points of attention	• Design in progress: Preliminary design (APS) phase completed

FIRE STATION



Description	Construction of the fire station
Client	PAC
Project manager	COBLOC
Contractor	Not awarded
Contract	FIDIC
Covered area	1,284 m2
Duration & Completion	Design: **15 months** Execution: **12 months**
Source of financing	EBRD
Points of attention	• Design in progress: Preliminary design (APS) phase completed

Akpakpa Dodomey Sports Centre



Description	Construction of the Akpakpa sports centre
Client	PAC
Project manager	COBLOC
Contractor	Not awarded
Contract	FIDIC
Covered area	60,000 m2
Duration & Completion	Design: **12 months** Execution: 26 months
Source of financing	EBRD
Points of attention	• Design in progress: Sketch phase completed

Phase 1 Trade School (Training Centre)





Description	Construction of Phase 1 of the Trade School
Client	PAC
Project manager	COBLOC
Contractor	Not awarded
Contract	FIDIC
Covered area	10,800 m2
Duration & Completion	Design: **10 months** Execution: **10 months**
Source of financing	EBRD
Points of attention	• Detailed design (APD) studies completed, PAC validation in progress • Works ToR under preparation

6. SCHEDULE & STRATEGY

Contracts will be awarded through open tender under FIDIC contracts (2027-2028)

Q4 2026

PDS Finalisation & EBRD No-Objection

Analysis of EME questionnaire responses, adjustment of the packaging and Bank no-objection.

Q1 2027

Launch of the Tender Documents

Publication of the General Procurement Notice (GPN) and release of the first tender documents.

. Publication via the EBRD ECEPP portal: **https://ecepp.ebrd.com**

Q2-Q3 2027

Evaluation & Award

Receipt of bids, technical/financial evaluation and award of the first contracts under EBRD rules.

Q4 2027

Start of Works

Signing of the FIDIC contracts and notice to commence for the first sites within the port area.

7. KEY EME QUESTIONS

The PAC is seeking companies' feedback on 10 critical areas in order to finalise the tender documents

1. Packaging	Which packaging option (7 separate lots or 3 lots) best suits your capacity?
2. Qualification	What turnover thresholds and relevant references?
3. Joint Ventures	Are you considering bidding as a local/international joint venture (JV)?
4. Timelines & Planning	Are the planned timelines achievable given supply lead times?
5. Site Constraints	What measures would you propose to manage concurrent activity in the port?

7. KEY EME QUESTIONS (CONTINUED)

5 additional areas drawn from the 2026 PPR and the EME guidance note

6. Risk Sharing	Is the envisaged risk allocation (concurrent activity, ground conditions, price adjustment) acceptable to you?
7. Supply	Which materials or equipment present a lead-time or price risk (imports, HVAC, solar)?
8. Local Capacity	What share of local labour and subcontracting can you mobilise, and with what training?
9. Innovation	What alternative solutions (technical, phasing, prefabrication) would you propose?
10. ECEPP Portal	Are you registered on the EBRD’s ECEPP portal? Would support with registration be useful?

7.1 SITE CONSTRAINTS

Execution of the works must take into account the severe constraints of an operating port

Maintaining Navigability

Sea and land access maintained 24/7 without interrupting commercial traffic.



7.1 SITE CONSTRAINTS

Execution of the works must take into account the severe constraints of an operating port



Concurrent Activity & ISPS Security

Strict coordination with other port worksites and compliance with the ISPS Code.

Limited Site Footprint

Limited storage and site-facility areas requiring rigorous phasing.

E&S Compliance

Compliance with the EBRD’s environmental, social and health and safety requirements.

7.2 PACKAGING

7 projects of €1 to €15 M are envisaged; their size and groupings are subject to consultation

No.	Projects	Weight	Duration	Tender → award
1	Port Harbour Master's Office	34%	26 mo.	Jan-27 → Sep-27
2	BEU Rehabilitation	3%	…. mo.	Mar-27 → Jul-27
3	PPSE Laboratory and archives	8%	24 mo.	Jan-27 → Sep-27
4	Motorcycles car park	7%	18 mo.	Jan-27 → Sep-27
5	Fire station	7%	12 mo.	Jan-27 → Sep-27
6	AKPAKPA Sports Centre	34%	26 mo.	Jan-27 → Sep-27
7	Trade School Phase 1 (Training Centre)	7%	10 mo.	Jan-27 → Sep-27

To be tested with the market

Group projects 2, 3, 4, 5 and 7

- BEU Rehabilitation
- PPSE Laboratory and archives
- Morocycles car park
- Fire station
- Trade School Phase 1 (Training Centre)

As a single lot:

- Port Harbour Master's Office
- AKPAKPA Sports Centre

Cap on lots per bidder, combined bids?

7.3. QUALIFICATION CRITERIA

Qualification criteria proportionate to the size of each lot, to be validated with the market

Lot category	Average annual turnover	Similar experience
Lot 1 – Harbour Master's Office	≈ €10 to €12 M per year, over the last 3 to 5 financial years	1 to 2 comparable buildings of ≈ €12 M over 5 years
Lot 2 – Akpakpa Sports Centre	≈ €10 to €12 M per year, over the last 3 to 5 financial years	1 to 2 comparable sports centres of ≈ €12 M over 5 years
Lot 3 (grouping projects 2, 3, 4, 5 and 7)	≈ €10 to €12 M per year, over the last 3 to 5 financial years	1 to 2 comparable buildings of ≈ €12 M over 5 years

Joint ventures and subcontracting

- Members' capacities combined; lead partner and minimum share per member to be defined
- Specialists (HVAC, solar) assessed on their own experience
- Local firms encouraged, no nationality bar

Bidding on several lots

- Capacities assessed cumulatively if the lots are executed in parallel

Questions to the market

- Are these thresholds too demanding or not demanding enough?
- References on an operating port site: pass/fail or rated?
- ISO 9001, 14001 and 45001: required or valued?

7.4 Rated Criteria

New in the EBRD PPR, in force since 1 September 2026 — mandatory (≥ 50%) above €35 M (works); here, weighting according to matrix 7.6

What are they?

- ✓ Non-price evaluation factors that measure the quality of a bid
- ✓ E.g.: methodology, key personnel, risk management, HSE, environmental and social management
- ✓ Combined with economic criteria to select the most economically advantageous bid, not necessarily the cheapest

Rules for designing rated criteria

- ✓ Objective, measurable, proportionate to the contract and its risk
- ✓ No overlap with qualification criteria, pass/fail technical requirements or price
- ✓ Few, high-impact criteria, with a scoring grid and supporting documents
- ✓ Method published before launch, subject to the Bank's no-objection

Questions for Participants:

- ✓ Which criteria truly differentiate bids (methodology and phasing, interfaces with port operations, HSE, key personnel, local subcontracting)?
- ✓ Would a higher weighting for quality increase your interest in bidding?
- ✓ Would a minimum quality threshold be realistic for the local and regional market?
- ✓ What supporting documents could you provide in support of a bid (methods, CVs, HSE plan)?

7.5 EVALUATION HIERARCHY

A sequential 4-step evaluation, with no overlap, leading to the most economically advantageous bid

1

Qualification

Can the bidder perform the contract?

Experience, financial capacity, certifications

PASS / FAIL

2

Pass/Fail Requirements

Is the bid compliant?

Technical specifications, E&S standards, safety

PASS / FAIL

3

Rated Criteria

How well will the contract be performed?

Methodology, phasing, port interfaces, HSE, key personnel

SCORING

4

Economic Criteria

Which bid represents the best overall value?

Evaluated price or life-cycle cost

SCORING

Result: Best combination of technical proposal and financial proposal

8. HOW TO RESPOND

Companies are invited to submit their responses according to a set timetable

1

Step 1: Collect the EME Pack

Download the presentation pack and the questionnaire from the PAC’s official portal.

2

Step 2: Submit Responses

Send the completed questionnaire electronically to the PAC before the deadline.

3

Step 3: Exchange Sessions (Optional)

Individual clarification meetings to explore technical comments in more depth.

8.1 USE OF FEEDBACK

Every piece of market feedback will be tracked and translated into a concrete decision in the PDS and the tender documents

Assumption tested	Decision to be taken	Document affected
Pachaging (7 lots or 3 lots)	Number and size of lots and cap per bidder	PDS, procurement notice, tender documents
Qualification thresholds	Turnover, experience, port references	Tender documents – qualification criteria
Rated criteria and weightings	Criteria selected, scoring grid, weighting	Tender documents – evaluation method (no-objection)
Schedule and timelines	Execution periods, phasing, launch dates	Procurement plan, PDS
Site constraints and risks	Phasing, ISPS requirements, risk sharing	FIDIC Particular Conditions, specifications

EME summary report (anonymised): key lessons, changes made to the project and confirmed assumptions, sent to the EBRD with the revised PDS.

9. CONCLUSION & NEXT STEPS

Using the EME feedback will enable the PAC to consolidate attractive tender documents

1. EME Summary Report

Anonymised consolidation of market feedback and recommendations for the procurement strategy.

2. EBRD No-Objection

Submission of the revised Project Delivery Strategy (PDS) to the EBRD for issuance of the no-objection.

3. Publication of the Tender Documents

Official launch of open competition for the whole market, via the ECEPP portal

PORT AUTONOME DE COTONOU

Banque Européenne pour la Reconstruction et le Développement

Thank you for your attention

Questions?