



2009:27

Sida Review

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TRAPCA – TRADE POLICY TRAINING CENTRE IN AFRICA

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The views and interpretations expressed in this report are the authors' and do not necessarily reflect those of the Swedish International Development Cooperation Agency, Sida.

Sida Review 2009:27

Commissioned by Sida, Department for Economic Opportunities,
Team for Market Development

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Date of final report: September 2009

Printed by: Edita 2009

Art. no. Sida52617en

ISBN: 978-91-586-4099-3

URN:NBN se-2009-44

This publication can be downloaded from:
<http://www.sida.se/publications>

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Table of Contents

List of Abbreviations.....	3
Executive Summary	5
Introduction	10
The Intervention: Trade Policy Training Centre in Africa.....	13
Background	13
History and Concept	14
Intervention Logic and Design	17
Programme Management	24
Monitoring.....	30
Evaluative Conclusions by Criteria	33
Relevance	33
Effectiveness	38
Impact	40
Sustainability	41
Efficiency	44
Lessons Learned.....	45
Summary of Evaluation Results and Recommendations	46
Annex 1 Terms of Reference.....	51
Annex 2 List of People Consulted	55
Annex 3 Documents Referenced.....	56
Annex 4 Original and Present Logical Framework Matrix.....	58
Annex 5 Trapca Present Organisation Diagramme (the Evaluators' depiction).....	59

List of Abbreviations

AAC	Academic Advisory Council
APC	African, Pacific and Caribbean
AWPB	Annual Work Plan and Budget
COMESA	Common Market for Eastern and Southern Africa
CU	Customs Union
DAC	Development Assistance Committee (of OECD)
Danida	Danish International Development Agency
DDA	Doha Development Agenda
EAC	East African Community
GATS	General Agreement on Trade in Services
GATT	General Agreement on Tariffs and Trade
GSP	Generalised System of Preferences
EBA	Everything but Arms
EPA	European Partnership Agreement
ESAMI	East and South African Management Institute
EU	European Union
FTA	Free Trade Area
IF	Integrated Framework for Trade-Related Technical Assistance
ICTSD	International Centre for Trade and Sustainable Development
JITAP	Joint Integrated Technical Assistance Programme
LDC	Least Developed Country
LFA	Logical Framework Approach
LFM	Logical Framework Matrix
LU	Lund University
MBA	Master's of Business Administration
MoU	Memorandum of Understanding
MPTP	Masters Programme in Trade Policies
MTR	Mid-Term Review
NEPAD	New Partnership for Africa's Development
NGO	Non-Governmental Organisation
OAU	Organisation of African Union
ProDoc	Programme Document
SADC	South African Development Community
SC	Steering Committee
SEATINI	Southern and Eastern African Trade Information and Negotiations Institute
SEK	Swedish Kronor
Sida	Swedish International Development Cooperation Agency
SSA	Sub-Saharan Africa
REC	Regional Economic Communities
RoO	Rules of Origin
RTA	Regional Trade Agreements
TBT	Technical Barriers to Trade
TNA	Training Needs Assessment
TPTCA	Trade Policy Training Centre in Africa (now branded as Trapca)

TPCB	Trade Policy Capacity Building
TRALAC	Trade Law Centre for Southern Africa
TRC	Trade Related Capacity
TRCB	Trade Related Capacity Building
TRIM	Trade Related Investment Measures
TRIPs	Trade Related Aspects of Intellectual Property Rights
UNCTAD	United Nations Conference on Trade and Development
UNDP	United Nations Development Program
UNECA	United Nations Economic Commission for Africa
WTO	World Trade Organisation

Executive Summary

This report is the draft Mid-Term Review (MTR) of the Trade Policy Training Centre in Africa, originally abbreviated to TPTCA but now referred to as Trapca, a bilateral partnership programme. The MTR is requested in Trapca's Programme Document (ProDoc), that, with its annexed Logical Framework Matrix (LFM), dated 15th June 2006, is the key implementation guide. A set of four accompanying agreements regulates the relationship between the partners. The programme was initiated in August 2006 by the start-up of a short course. Trapca was officially opened in December 2006.

The key question to answer is whether changes in design and management are necessary for the remaining programme period and whether support from Sida Is needed for an extended period to establish Trapca as an autonomous centre. The detailed budget specifies a value of SEK 108 million, of which Sida funds 90.2%, and ESAMI the balance.

The MTR Team has applied a classical approach to evaluation work along the recommend OECD criteria. However, due to the youth of the programme it was agreed that focus would be more on the design logic and the qualitative aspects of the five evaluation criteria (relevance, effectiveness, impact, sustainability and efficiency) than on quantitative results.

The planning of the programme lasted five years reflecting a careful and participatory approach whereby Sida, assisted by external consultants, established cooperation with ESAMI, Arusha, to establish Trapca. A MoU was signed between ESAMI and Lund University, who jointly submitted the project proposal to Sida. Lund University as the Swedish partner was to be responsible on academic and administrative procedures. Discussions held with the LDC group representatives, the Geneva based trade agencies and academic institutions further added to the openness and transparency of the process. Selection of location, regional partner, and the Swedish academic partner were all based on objective criteria though no formal tender procedure was carried out.

The result was the establishment of a unique programme in that it, through a demand driven and flexible approach, caters for the general vocational training and academic education needs within the areas of trade policy, law and economics of LDCs located in an LDC context. By having ESAMI as partner and owner the anchoring of the potential future autonomous centre is in the hands of a regional institution that already has solid and successful experience in developing and managing academic education. The regional nature of ESAMI further escapes the local bias that an anchoring with a national educational institution may lead to.

In carrying out the assessment the MTR focuses on deviations from design, plan and management structures as depicted in the ProDoc and the original LFM. Actual results achieved in terms of the number of qualified students applying for short term introductory, intermediate courses, or the long term Master's programme exceeds by a factor of three the planned targets identified in the LFM's Objectively Verifiable Indicators (OVIs). The target on gender is a 50/50 mix for students as for faculty, which is not yet fully achieved but progress in the right direction is visible, mostly for the students. Output in terms of the number of students passing the different courses is satisfactory, also regarding the grades received. It is noted that at the time of drafting this report the first intake of students at Master's level has not yet completed all requirements towards the degree, but the intermediary results from their coursework are promising.

It was found that the Trapca design based on two different levels of vocational training courses, short introductory courses for students not familiar with the rules based trading system, where participants would be awarded a 'Certificate in International Trade and Development (CITD)' upon attendance. The second level, the intermediary courses are for administrators and decision makers, and produce

graduates with a workable knowledge of the area, and are awarded a Certificate of Competence. The academic Master's programme in trade policy and law (MPTP) is based on a series of core and selected courses drawn from the intermediary course but based on syllabi reflecting a higher level of credits. They are intended for students that want deeper and more analytical insight aiming for more advanced academic work and/or a trade policy related career track.

The basic design criteria, the add-on and progressing formula for training, allowing busy administrators and other participants to come back for more detailed insight once the foundation course is passed has proven to be a healthy approach. The curricula and syllabi were found to be of an international standing and coherent, and the credit based system clearly indicates flexibility. An option to finalise at an earlier less demanding stage with a Post Graduate Diploma, Advanced level in International Trade Policy and Trade Law exists, but has not been used yet; however, it demonstrates flexibility and the add-on principle. The first intake of Master's students will receive both an Executive Master in International Trade Policy and Trade Law (from the School of Economics and Management at Lund University) and a Master of Science in International Trade Policy and Trade Law (from Lund University) as the students all have chosen thesis subjects that satisfy the executive requirement.

The short period, less than two years, used to establish the MPTP including accreditation, is a remarkable achievement, not only in academic terms but also as an important element in branding Trapca, which should be commended for this. Combined with the good offices of ESAMI, the Trade Policy Forum and other promotional activities made the marketing efforts low cost and very successful.

Also, the selection criteria were found to meet the international best practices and the criteria were applied rigidly. A result of this process is a mass of students that is qualified and eager to complete what they set out to do, again leading to comparatively high grading scores and outcome sustainability. The student has at hand a very useful handbook that explains all aspects of the student life from application to graduation, the easy to use web-site further adds to accessibility. The effect of the all inclusive Sida funding of the student should not be underestimated when assessing the still rapidly increasing number of applicants. The faculty is of satisfactory academic standing and reflect more and more an African and LDC relevant background.

A similar commendable publication on Trapca's philosophy and pedagogic principles provides the permanent and adjunct faculty with an easy inlet into the programme. Such publications add to effectiveness and sustainability. In addition, when the management discovered plagiarism as a growing problem resolute action led to the acquisition of software to identify culprits of such actions. Discard of the academic work, with subsequent exclusion if repetitive, is the punishment, and the students commended the approach for reasons of protecting the quality and integrity of the degree and the institution.

From a design point of view Trapca was set-up in traditional bilateral programme architecture. An annual partner meeting focuses on follow-up on overall strategic and budget/funding issues. A steering committee would provide the direct oversight of policy and strategic initiatives. An academic council would provide guidance on academic issues and student administration and today mostly functions as an efficient quality control institution. The daily management would execute the programme according to the ProDoc/LFM and the annual budgets and work plans, of which two so far have been produced. As such, there has been only very little deviation from plans, and these have had no consequences on the overall plan and budget.

It was found that the management structure is favourable towards institution building and managerial sustainability, and hence also has a bearing on achieving effectiveness. The counselling provided by the academic advisory council was found useful.

In particular the daily management was found to be competent, diligent, and with vision. The output in terms of annual performance reports, annual reports and financial reporting were found to be adequate, insightful and correct in their conclusions. The MTR Team was able to confirm the reporting conclusions against academic analyses made of Trapca from outsiders and from external auditing reports. In both case the findings and conclusions were confirmed. It was found that the budgetary procedures are well described; however, the present global financial crisis, in combination with long procedures are among the factors that have a negative impact on effectiveness, sustainability and efficiency and makes future budget deficits unavoidable. The procedures around disbursement are complicated and not always correctly applied, which is a further negative factor that can bring the programme into financial jeopardy.

It is noted that the steering committee was turned into a board of directors after the first year. No justification for this change was found compared to the ProDoc. Interviews with stakeholders indicated that this was a signal that Trapca intends to initiate the move from a programme architecture towards an autonomous centre under ESAMI. The MTR finds that the new name rather mirrors the present ESAMI structure. As such there was found no evidence that the role and function of the board is much different from that of the steering committee.

Monitoring has been carried out twice. The reports are based partially on a set of written ToR, made at the disposal of the MTR Team, and on verbal agreements with Sida, the MTR Team is not aware of the nature of the verbal instructions. Hence it is difficult to evaluate to contents on the reports. However, the information gleaned for the reports is useful and the many discussion points raised have served as an inspiration for the management.

The main strategic work executed is a carry-over from the ProDoc and accordingly Trapca staff and other stakeholders have prepared a Strategic Plan for the period 2008–2011. The plan is a self-contained document and coherent in its structure and content. A new terminology is added to objectives and targets; the latter are defined but not bound in time. The targets appear to be realistic based on the rate of progress evidenced so far. The Strategic Plan 2008–2011 is now the basis for management reporting and monitoring. Though the plan itself is a well designed document, apparently paving the way for Trapca to transit from a programme to an autonomous institution under ESAMI, from an evaluation point of view, however, there is no justification provided to explain the change in paradigm. If the thought through document is to be regarded as the way ahead it has to be fully integrated and aligned with the ProDoc and should be used as a base for up-dating the LFM.

Evaluative Conclusions

Relevance is measured on several parameters. It may be too early to say whether or not Trapca will contribute towards the overall objective. Despite the external negative factors, including the crisis and the stalling of Doha process, enhanced trade capacity is seen as an engine for economic growth. It is the governmental priorities and policies that define distributive effects and local job creation. Therefore, the overall objective is regarded as highly relevant. The same was found for the relevance of the short-term immediate objective and tasks that sustain the long term objective.

Relevance is linked to Trapca's capacity-building role for a multi regional group of countries. Educating officials of the participating administrations should therefore benefit the inter- and intra-regional trade. It should also be tallied to serve the needs of any general trade policy initiatives and specific regional programmes and initiatives funded by bilateral or multilateral donors. On these aspects it is found that the relevance of immediate goals also sustains the long term objective.

Regarding relevance of Trapca towards recent changes in the international and multi-regional trade framework, a satisfactory level of relevance was found regarding the ongoing Doha Round discussions. Thus in terms of providing an understanding of the implication for LCDs of the DDA and its ramifications the Trapca approach and courses are found relevant. Regarding the processes of ongoing regional integration efforts Trapca has sustained relevance by carrying out several specific short term activities including regional/international events. However, the MTR team sees a need for regular courses directly aimed at the enhancement of skills of the countries to adjust their policy framework towards the requirements under the regional groupings trade liberalisation ambitions such as the consequences of changes to Rules of Origin, lists of sensitive and excluded products and border issues. Regarding the EIF process Trapca is only indirectly relevant in that it builds general capacity in trade economics and trade law. However, it could be more relevant by working with the EIF focal points in providing further capacity building to them on preparation of Tier 1 and Tier 2 projects, as appropriate. Relevance towards Sida's own trade and development policies is also found satisfactory.

Effectiveness, it is found that the composition and content of the activities, the three course types and the contents of the individual courses, will contribute directly towards maintaining effectiveness; and hence produce the programme's immediate objective. The strategic base of the course design to move from a general level of WTO agreement understanding to more specific applications justify the CITD courses, which is further underlined by the fairly high end of course ratings by the students. The more direct focus of the tailored and MTPT level courses regarding LDC issues was found highly satisfactory regarding effectiveness.

It is assessed that the management structure of Trapca in general is satisfactory from the effectiveness point of view.

Impact. The quantitative results are still few due to the youth of the programme. It is possible, however, with some caution, to assess that the output targets to-date are met. Trapca has a rigorous reporting process and, based on these reports it is clear that it is meeting most of the planned results as defined in the logical framework and that there are no major interventions required as Trapca is on track to meet its overall objectives.

One positive impact that is already noticeable is found on the faculty side. On the students side, it is clear that Trapca is already having a trade capacity building impact in Africa, especially in the eastern and southern African region, and that the impact can be expected to become greater over time.

Sustainability. Though financial sustainability is achievable for the coming years under Sida funding, it is not clear if this is achievable in the post programme period. It will be necessary to identify supplementary sources of funding for the LDC participants, or to create a pool of money that Trapca can use to continue to ensure that the objectives of targeting professionals from LDCs and in particular women are met. Outcome sustainability cannot be determined as yet but factors of importance for a positive outcome include the availability of relevant jobs for the graduates, the presence of relevant follow-up activities by Trapca and the ability to track the results produced by the graduates. It is considered likely that Trapca as an institution will be sustainable after it no longer receives grant funding, but it will need to change its business model, objectives and perhaps the course profiles for it to be sustainable as a commercial venture. Managerial sustainability is found satisfactory.

Efficiency is found to be satisfactory, when Trapca operates as a fully funded programme until 2011, by comparing. Discrepancies between actual values to planned targets are found few and negligible in size. This provides a clear indication that Trapca is on track. The cost of operating Trapca compared to other programmes is not possible to make, due to big differences in cost structures.

It is the overall conclusion that the Trapca programme is needed in the LDC and SSA developing context. The demand driven approach has proven its applicability and is maintained through regular coun-

try analyses. Demand originating from the changing international and regional needs on trade policy and law analysis, formulation and negotiation, is also reflected to a large extent in the development of curricula and syllabi. It is observed that the design concept based on flexibility and adaptability has been exercised satisfactorily.

The programme is generally well managed and activities are executed on time and at cost. The targets set for student intake, rates of completions of courses and the level of grades when graduating have all been slightly exceeded by actual results; and substantiates the high level of quality applied both to the vocational and the academic tracks. These observations are a result of the healthy relationship between Lund University as a quality controlling partner and Trapca as the executing agency.

The key issue is the future business model and its associated financial sustainability after termination of assistance. It is not clear whether the key target groups, such as the LDCs economically vulnerable students, will be able to finance the full costs of participation.

The key recommendation to Sida is therefore that Trapca shall continue based on the existing design for the remaining programme period, allowing for the Strategic Plan to be fully incorporated. It is further recommended that Sida considers continuing the support for a period of three years after the programme period to allow for; a) for a second MTPT intake and completion cycle to become part of the final evaluation, b) a smooth phasing out, and c) for Trapca to prepare a realistic business plan on how to simultaneously launch a commercial scale activity and still maintain the key target group, the economically vulnerable LDC students. Further recommendations are set-forth to ensure enhanced transition.

Introduction

This report is the draft Mid-Term Review (MTR) of the Trade Policy Training Centre in Africa, originally abbreviated to TPTCA but now referred to as Trapca. The MTR is prepared in conformity with the approaches and recommendations contained in Sida's manual on evaluation "Looking Back, Moving Forward", 2nd rev, 2007, and the DAC Evaluation Network: "DAC Evaluation Standards" (March 2006). The Review is based on the main planning documentation, in particular the Trapca Programme Document (ProDoc) with its annexed Logical Framework Matrix (LFM), which in its final form was prepared on 15th June 2006. The ProDoc has been Trapca's guiding document during the implementation. In addition, Trapca staff and other stakeholders have also prepared a Strategic Plan for the period 2008–2011, which has been used extensively by the MTR Team both as a reference document and against which to benchmark.

This MTR focuses on an assessment of the degree to which the Trapca programme design, logic, and actual performance will contribute towards the overall long term objective as stated in the LFM:

"Poverty reduction through improved integration in the world economy by Least Developed Countries (LDC) and low income sub-Saharan countries".

The programme contribution towards the long term objective will be generated when Trapca has achieved its own immediate objective:

"Increased knowledge/skills in trade policy among LDCs' and sub-Saharan stakeholders through the establishment of a trade policy training centre"

The outcome is planned to be achieved within a five year period (Aug 2006 to July 2011), based on work plans and activities managed and implemented by the programme partners. Programme relationships in terms of management responsibilities, supervisory roles, funding and reporting requirement, are defined in the following:

- A Memorandum of Understanding (MoU) signed between Eastern and Southern African Management Institute (ESAMI) and Lund University (LU) on 2nd September 2005. It constitutes an integrated part of ProDoc and is annexed to it. The detailed budget specifies a value of SEK 108 million and is to be executed over a five year period, 2006–2010.
- An Agreement between ESAMI and Sida signed on 24th July, 2006, designating ESAMI the programme owner and Sida the key funding agency. Sida is committed to finance 90.2% of the SEK 108 million budget, the balance to be funded by ESAMI and via Trapca self financing.
- A consulting services contract between the Department of Economics, Lund University, and Sida that specifies the roles, man-power and other inputs expected of Lund University regarding its management and academic advisory support to Trapca. This contract was amended in July 2008.
- An endorsement/acknowledgement by the Tanzanian Government that the ESAMI host country agreement applies to Trapca.

Both the ProDoc and the ESAMI-Sida agreement specifically call for an independent MTR to be carried out in early 2009, based on Terms of Reference (ToR) developed jointly by the partners. This MTR Report has been prepared by a team¹ of consultants from NIRAS AB (the Evaluators) during the period from March to April 2009 and reflects the Programmes' situation as at 17th April 2009, the cut-off date for the debriefing to Sida.

¹ Mr. Bent Larsen, Team Leader and Mr. Mark Pearson, Institutional Capacity Building and Training Consultant.

According to the ProDoc and the agreements cited, monitoring will be carried out annually under specific ToR, starting March 2007. A Monitoring Team has been selected and two monitoring reports have been completed. In the opinion of the MTR Team the ToRs for the Monitors do not follow rigidly the OECD recommendation to measure impact and progress against the LFM indicators. It is noted that before each mission the Monitoring Team discussed with Sida potential themes to be included in each of the two monitoring reports.

The reports present factual information on project progress and actual expenses versus budgeted targets. The MTR Team understands the information contained in the Monitoring Reports is highly valued by Sida and that the reports present relevant issues to Trapca management to consider on actual progress and regarding future activities. The reports are key elements in the Trapca management decision making process and, as such, present substantiated ideas and recommendations that act as a source of inspiration to the Trapca management.

In addition to the monitoring reports, the factual basis for this MTR originates from the regular Annual Reports and Performance Reports issued by the Trapca management, minutes of meetings from the Steering Committee (later transformed into a Board of Directors, BoD), the 2008–2011 Strategic Plan and the Academic Advisory Council. Other findings are based on an analysis of the annual Financial, Annual Work Programmes and Budgets, formal Programme documentation, interviews with the LU, Trapca and ESAMI management bodies, faculty and students, and published material.

The MTR Report examines the progress of the programme towards the objectives stated in the formal programming documents (see above). The report is intended to provide a base for Sida decision makers on whether or not to continue the Trapca programme after the current phase scheduled to end in July 2011. In case the recommendation is favorable proposals for necessary adjustments to allow the programme to meet its targets and deliver the expected outcomes will be set forth. The report provides a general assessment of programme components under review draws conclusions and identifies lessons learned.

Based on the ToR, the Consultant's technical proposal and the briefing meeting with Sida and the Monitoring Team on 18th March 2009, the MTR Team have interpreted their task to be focused on the field work covering specific issues reflecting the fairly unique nature of the programme. This would include its relative youth and the character of aiming at a very wide target group encompassing all Least Developed Countries (LDC) and Sub-Saharan African (SSA) developing countries. The issues suggested to the MTR Team were:

- To focus on the relevance of the formulation of the overall objective in terms of present and likely future needs originating from international trade issues and regional economic and trade integration efforts;
- That impact, or likely future impact, should only be commented upon in terms of the design of the programme rather than on actual impact on changes in national trade policy and outcome in terms of gains from trade;
- That effectiveness should be measured in terms of the likelihood that the programme will attain its own immediate objective;
- That comments should be made on sustainability as regards management issues now and in the future, institutional capacity building, and financial sustainability;
- That comments should be made on efficiency in terms of the relative cost of activities and output.

It was further agreed that an assessment should be made on the following aspects:

- The network that Trapca relies on for communication and professional discussions;
- The adequacy of the governance structure and the organisation of Trapca, including relations with and support from ESAMI;
- The sense of ownership of Trapca by ESAMI and other Trapca stakeholders;
- The image among international trade oriented organisations and NGOs as well as academic circles of Trapca as a trade related technical assistance initiative;
- Factors that influence the setting of priorities;
- Institution building;
- Relations with Lund University and the quality of its contributions to Trapca; and
- Usefulness of the monitoring input.

The key question to be answered by this MTR was whether or not the actual performance justifies a reasonably unchanged continuation of activities throughout the five year period (2006–2010) and whether or not a second phase may be warranted and if yes for how long.

The methodology applied includes a detailed analysis of all of the background and programme reporting material received, interviews with senior managers at Trapca, ESAMI, LU, COMESA, EAC, trade NGOs, WTO and other Geneva based organisations. Interviews outside Tanzania and Sweden have been conducted by telecommunication. It is noted that a very recent Master's Thesis submitted under the ESAMI's MBA programme focussed on institutional capacity building of Trapca including, among other issues, a very detailed survey of earlier and present students through questionnaires², thus making the questionnaire round planned for this MTR redundant. Instead the MTR Team tested the validity of the thesis's conclusions by interviews with Master degree students at Trapca.

The MTR Team has tried to carry out this review using the objectively verifiable indicators (OVIs) as contained in the original LFM. One issue of concern to the MTR Team is that the LFM has not been updated, so many of the current activities and programmes are not covered by the LFM outputs or OVIs. Trapca management has prepared a Strategic Plan and, in their view, the Strategic Plan is an up-date and replacement of the LFM. However, although the Strategic Plan has outputs, it cannot be considered to be a replacement for the LFM partly because there are no time-bound outputs, partly because there are no means of verification and partly because the outputs do not fit into an overall purpose or overall objective. Therefore, although the Strategic Document is a very useful reference document, the MTR Team have not measured performance of Trapca against the Strategic Plan.

The MTR Team has used classical evaluation techniques in combination with its interpretation of Sida's specific requirements and follows Annex 2 of Sida's Manual on Evaluation and since the quantitative results from the Programme so far are limited the main findings are presented together with the evaluative conclusions.

² O. A. Olowoye: "Lessons and Best Practices in Capacity Building of Training Institutions – The Case of Trapca". ESAMI, November 2008.

The Intervention: Trade Policy Training Centre in Africa

Background

Trapca was established in August 2006 as a development cooperation programme in the form of an autonomous entity under the ESAMI campus at Arusha, Tanzania, and identified ESAMI as the programme owner. Trapca is based on cooperation between ESAMI and Lund University regarding academic and education administrative matters with funding provided by Sida (90.2%) and ESAMI (9.8%). The programme was designed as a response to a situation where LDC participation in international trade was limited and with a focus on raw materials with little value added. Though the WTO Doha round of trade talks are aimed at fostering development, there is little evidence to suggest that the LDCs in particular have been less marginalised. Particular emphasis in the negotiations has been placed on the needs of the LDC's and developing countries on issues as market access and extended periods of time to adjust tariff structures (and in the case of LDCs, no commitments to implement tariff reductions).

The Trapca goal is to contribute towards poverty reduction through economic growth geared by enhancing trade policy analysis and implementation skills, and thereby build capacity in the public and private sectors so as to enhance trade capacity. Although the LDCs have experienced improved economic performance in the last two decades, the overall incidence of extreme poverty for the group as a whole was reduced only marginally and, in the case of SSA LDCs, has actually increased. If these trends persist, it is estimated that the number of people living in extreme poverty in the LDCs will increase from 334 million people in 2000 to 471 million in 2015.

It is recognised that the roots of poverty are many and complex and that enhanced trade capacity can only have a limited but important impact on overall economic growth. For trade policies and associated trade capacity building cooperation programmes, aimed at reducing poverty, to succeed requires flexibility and adaptation to context.

Liberalisation generated through bilateral, regional or multilateral negotiations, or voluntarily introduced, have reduced the LDCs bound and applied tariffs. Such actions all lead to erosion of the value of preferences. It remains a presumption that LDCs will benefit from easier market access through preferential schemes such as the Generalised System of Preferences (GSP) reducing tariffs, including Everything but Arms (EBA), a GSP that grants non-reciprocal duty free access for a large range of products from LDCs into the EU. Other aspects of trade regulation limit the value of GSPs to LDCs such as Rules of Origin (RoO) and the application of standards in such a way as to constitute technical barriers to trade.

Recent important initiatives include the on-going European Union (EU) driven negotiations for regional Economic Partnership Agreements (EPA) that focus on economic development cooperation and include a large trade policy element. Intentionally EPAs will lead to a set of harmonised and simplified RoO. Whether EPAs will lead to significant benefits accruing to the LDCs is not yet known.

Most LDCs in SSA are part of Regional Economic Communities that aim to deepen regional integration through trade and other economic activities. The activities of the RECs have become more ambitious, and more in line with the overall aims of the African Union and, in particular, the Lagos Plan of Action. COMESA, EAC and SADC have made public their intention to eventually merge, the first step being the preparation and implementation of a Roadmap that will lead to a single Free Trade Agreement between all 26 countries. Although good progress has been made, the attainment of the final goal of merged RECs is a long way off.

A skills and capacity building programme such as Trapca faces tough challenges regarding the ability to adapt to the above changes in the trade environment. Since the initiation of the Doha Development Agenda, and the introduction of broadly-scoped Aid for Trade, there has been some movement in the rule-based trading system towards common standards and fairer market access. Though some economies such as the BRIC (Brazil, Russia, India, China) countries and South Africa have registered progress, the vast majority of LDCs and SSA developing countries are still not able to add value to their raw materials and value addition processes are conducted largely outside these countries. The effect of trade liberalisation in other countries on the target group of Trapca has thus been limited, and movement towards higher levels of integration and increased growth has been marginal. In fact, in many cases, vulnerabilities have increased and competitiveness of economies and their enterprises have remained stagnant, further aggravated and reinforced by the on-going financial and economic crisis. The target economies remain factor driven and, with some exceptions, export mainly raw materials or products that have undergone little transformation.

This Chapter aims to describe and analyse the programme's adaptability to the changing world that it services. The presence of a certain degree of flexibility in design indicates the programme's scope for remaining demand driven and thereby relevant to the needs of the intended beneficiaries – the LDC poor and their governments. It also determines programme robustness when facing the challenges.

History and Concept

In 2001, when Sweden was Chair of the EU, Sida participated as part of the Swedish delegation in the preparation for the UNCTAD LDC III Conference. During this work, Sweden/Sida was approached by representatives of LDCs who asked Sweden for support in the area of trade policy capacity building. The countries argued that their weakness in the trade policy area restrained their ability to actively participate in international trade negotiations.

Sida was positive to the idea of supporting the LDCs in trade policy capacity building. In co-operation with LDCs and after having carried through a pre-feasibility study which endorsed the idea, the concept of creating a trade policy training centre was born³. An Africa LDC was chosen as the potential location for the training centre to ensure an LDC focus and to help create highly relevant networking among LDC and SSA players.

Prior to the establishment of Trapca the tendency was for donors to support trade capacity courses for LDCs that focused on the correct understanding of the rules and the system itself rather than concentrating on trade related challenges that the LDCs and SSA countries faced on a daily basis. These courses were not designed with a particularly LCD friendly profile, and took place mostly in Geneva incurring substantial costs of living. Additionally, there were no options of getting an academic level education focused on trade policy in LDCs or SSA developing countries.

In brief, the concept of creating a trade policy training centre was a result of LDC – Sida co-operation. It would later be further elaborated and formulated into a programme proposal by ESAMI and Lund University and these institutions then jointly submitted such a programme proposal to Sida.

The basic concept of the programme is, therefore, to create a trade capacity building and vocational training institution that emphasises the needs, as seen by LDC and SSA governments and regional administrators and politicians to obtain insight into the WTO rules-based trading system and how to use this knowledge for the benefit of the LDCs and simultaneously provide the option of full education process up to the master's level.

³ See report: Elaborate a pre-feasibility study aimed at formulating a proposal for Swedish support to the establishment of an "African Trade Policy Centre". (Sida Promemoria, 2002-0022130), by M. Chandrakant Patel

There had been a few earlier attempts at creating trade training centre in LDCs but these were in the form of more general development economic education, where trade policy and economics played a minor role. These interventions were connected to the respective departments of the hosting universities and applied a much more national approach. An exception is TRALAC (Trade Law Centre of Southern Africa)⁴, which however is quite specialised and more academic in concept, and is not located in an LDC.

The Trapca concept was, therefore, original and ambitious. This may be the reason explaining the fairly long round of discussions and other preparatory work that followed between May 2002, when the Idea Memo was adopted, and the launching of Trapca in August 2006. During the preparation, a representative from the Ministry of Foreign Affairs participated in the working group, and consultations were held with WTO Institute for Training and Technical Cooperation.

The Trapca pre-feasibility study investigated the status regarding trade policy capacity and training in several LDCs. It also explored the attitude of stakeholders (international LDC agency officials, LDC delegations, civil society organizations and academic institutions) regarding the proposal for establishing a trade policy training centre in an LDC. The demand for Trapca was strong, with a clear need to address issues raised at the multilateral level as well as at the bilateral (especially with the EU) and regional levels. In general, the proposal to establish a trade policy-training centre for LDCs in an African LDC country as a partnership between a Swedish university and an African educational institution was widely welcomed by the LDCs, and other stakeholders contacted, resulting in a recommendation of the establishment of a training institute in the trade policy area. From its outset Trapca was to provide both vocational and academic training and build capacities for independent thinking and analysis, to develop trade negotiating skills and create networks in the area of international trade policy.

The study was also tasked with identifying a suitable choice of geographical location for the training centre and to identify a potential local/regional partner organisation. Owing to the preponderance of LDCs in sub-Saharan Africa (37 of 50 LDCs worldwide) this region was the first choice. Out of the group of SSA LDCs three countries were pre-identified for visits namely Kenya, Tanzania and Uganda. Tanzania was selected based on objective criteria such as political stability, quality of support (infrastructure quality etc.), support capacity of the government, and availability of potential partner institutions.

Further, the study team visited a number of different educational institutions that could potentially host the programme and be able to provide academic support. Based on a set of objective criteria⁵ it was concluded that ESAMI would provide the best overall framework for Trapca.

ESAMI was considered to be an optimal type of institutional partner as it is pan-African by nature, thus avoiding the problem of potential “national focus” in the priorities of the training programme provided. In particular, this aspect is important as regards the selection of students, which was a danger if a national university department had been chosen. In addition, ESAMI already operated a similar academic training programme with a business management focus producing Master of Business Administration (MBA) level students.

⁴ TRALAC was established in February 2002 at the University of Stellenbosch, South Africa, almost simultaneously with the initiation of the first discussions around Trapca

⁵ Ibidem, page 2: 1. Academic standing and reputation of the host institution. 2. Available space and capacity to construct an office and some accommodation or existing capacity to accommodate the requirements and needs of the training centre. 3. Acceptable quality of infrastructure (communications, internet connectivity, some capability for long distance learning, library services and facilities and access to other centres of learning and research). 4. Quality of faculty (e.g. percentage of PhDs on the Faculty) and experience with research on international trade issues. 5. Experience of affiliations with other international academic bodies and institutions in developing joint programmes and exchange of students and faculty. 6. Scope for drawing upon the faculty and other resources from the partner institution

It also counted favourably that the ESAMI MBA-degree was accredited by the Maastricht University, the Netherlands, thus indicating solid experience in bilateral cooperation. The study recommended negotiating an agreement with ESAMI as the host. As a recognised international organisation, ESAMI would also be able to extend its rights and immunities under their own host agreement with Tanzania, thus, in theory, making visa application procedures for students and faculty staff much easier and having immunity from various taxes and charges of equivalent effect. Trapca would also be able to retain an exclusive right to determine its own academic priorities and administrative procedures. Finally, ESAMI had a campus that was able to accommodate Trapca as a separate entity. The study found that on-campus facilities in terms of class rooms, dormitory facilities, and canteen and office space were satisfactory. The study was followed by a series of meetings between the potential partners of LU and ESAMI and both confirmed a common interest in pursuing the idea of establishing the centre in Arusha⁶.

The study further concluded that demand driven training was desirable and would have to be based on a training needs analysis as defined by a representative group of target countries (in principle all LDCs). At a later workshop in Geneva, on the Log Frame approach, the need for trade policy training in Africa was recognised, as was the lack of a dedicated institution⁷.

The Idea Memo, mentioned above, suggested that a partner institution to the host institution be identified from among Swedish training institutions only, thereby making it a bilateral support programme rather than applying a standard European Union tendering procedure. Sida engaged two Swedish consultants to carry out the identification procedure. There was no specific ToR for the procedure but the MTR Team, from discussions with Sida and the selected consultants, understand that a set of objective criteria were used to select a Swedish institution including experience with:

- Teaching a combination of trade policy, trade law and development economics;
- Experience with establishing and managing academic programmes;
- Operating vocational/academic training programmes in an African context;
- Managing the intake of students and other aspects of a full department; and
- Satisfactory capacity to provide academic support and back-stopping for the programme.

These criteria limited the number of potential Swedish universities and schools qualified to carry out the programme as a partner. Four academic institutions were identified and contacted and, based on an assessment of the combined criteria, the Department of Economics at Lund University (LU) was selected as the best candidate. LU would be the nodal point for the Swedish academic input⁸.

LU was able to provide, as anchor, a senior professor⁹ with solid experience in trade policy and development economics, who at the same time (in 2003) had around 20 years experience from various appointments as director of studies, as Head of the Department, Vice-Dean and Dean. The anchor person

⁶ During 2004 and 2005 several activities and meetings between Sida, LU and ESAMI took place such as: mentioned: • Visit by Sida to ESAMI 2004; • Sida and Lund University representatives visited ESAMI in 2005; • ESAMI and Sida visited Lund University in 2005; • Study of legal issues was conducted in May 2005; • Workshop with key stakeholders was held in Geneva in mid May 2005 to establish and confirm the demand, overall goal, objectives, outputs and main activities; • Sida's final programme formulation started in late May 2005; and • Several meetings and activities took place during 2004–2005 between Lund University and ESAMI.

⁷ The workshop participants and other institutions visited in that relation, such as OAU, UNCTDA, UNDO, South Centre, ICTCD, SEATINI and embassies, all agreed on the need for the programme.

⁸ Or as phrased in the Prodoc (p.30): "... shall provide academic planning and teaching inputs and shall be the main responsible institution for the Masters Programme until otherwise agreed. Lund University shall furthermore assist in including the TPTCA in its academic net-work. Lund University will also coordinate the Swedish academic and training support and will be the focal point for the Swedish and international resources base".

⁹ Professor Göte Hansson

had been part of the establishment of an execution of a Sida funded academic training programme¹⁰ in cooperation with the University of Dar Es Salam. This background is unique and provided a very healthy blend of academic focus, administrative experience, and experience of academic education capacity building from Africa. LU agreed to provide the necessary backstopping. Though the choice of LU as the strategic, academic and institutional partner to ESAMI appears logical, the process of arriving at the final decision to appoint LU was rather long.

The negotiations between the partners, ESAMI, LU and Sida, went on during 2005 and the first half of 2006. Once the main issues, including budget, were agreed an external consultant was engaged by Sida to assist ESAMI and LU to organise the thoughts, findings and conclusions into a standard Project Document (ProDoc) format. The ProDoc, with its attached LogFrame, is the guiding document for the Trapca programme. The negotiations resulted in the final version of the ProDoc being signed in June 2006 and the accompanying four agreements quoted in the Introduction. The programme was initiated in August 2006 by the start-up of a short course. Trapca was officially opened in December 2006.

The process from conception to final project document is deemed satisfactory from an openness and transparency point of view. The process of establishing Trapca was championed by individuals¹¹ who stood firmly behind the programme and carried it through its separate stages, and were able to win support both in Sweden and internationally for the concept. The involvement of external consultants in different parts of the process, the many consultations held in Sweden and with the LDC stakeholders, the trade and development oriented community and academia indicate that efforts have been made to produce a justified and balanced programme in a transparent and accountable manner. The actual selection procedure of location and partners are also considered to have been done in a transparent and accountable manner.

It is concluded that:

- The scope and concept of the Trapca programme is unique in that it is firmly established in an institution that is in a LDC, is demand driven and has, as its main clients, professionals from LDCs and tries to maintain an equitable balance between genders of students and resource persons;
- The initial planning process was based on a broad range of discussions with the LDC representatives, international trade policy institutions, regional integration grouping, academia, and NGOs, which indicates a strong buy-in by all stakeholders as they have been consulted and involved in Trapca from its early inception stage; and
- Satisfactory levels of openness and transparency have been achieved by involving external consultants in the selection of focus areas, potential geographical location and identification of potential partners in Tanzania and Sweden.

Intervention Logic and Design

Problem Analysis

From the onset it was intended for Trapca to be a demand driven institution based on the needs as identified by the LDCs (cf. the Pre-feasibility study). The selection of ESAMI as the owner of Trapca indicates the likelihood of the sustainability of Trapca as ESAMI is already operating demand driven programmes. The programme encompasses four main features making it unique:

- It was to remain demand driven and located in a country within its main target group;
- It blends short term vocational training with long term academic education up to Master's level;

¹⁰ The Joint Dar es Salam – Lund University Sandwich PhD training programme

¹¹ In particular Ms. Elizabeth Löfvander, Sida, played a crucial role in carrying the concept forward.

- It is based on an add-on and progressing formula for training, allowing busy administrators and other participants to make return visits to continue their education once the foundation course is passed; and
- Seminars and other high level activities make Trapca a forum for cooperation among the LDCs in trade policy areas.

Increased globalisation and liberalisation has brought higher income and improved living conditions for many in developing countries through increased participation in the world economy but not all developing countries have been able to benefit from the large increase in global trade. LDCs are highly dependent on exports and imports of goods and services, but often their integration into the world economy has not improved their economic performance or balance of payments positions. In addition, Trapca's target countries (these being all LDCs) and some low-income countries in SSA, have insufficient capacity to fully understand and participate in trade policy issues regarding WTO, Economic Partnership Agreements (EPAs) with the European Union (EU), and regional and sub-regional agreements and negotiations. There is limited expertise in the LDCs' government departments and authorities to give support to their negotiators in international trade negotiations and limited capacity to analyse the impact of international trade agreements. In addition, LDCs have limited understanding of the importance of the world trade system; a lack of capacity to establish and run trade related governmental authorities; insufficient knowledge of the world trade regulations in the business community; and few trained trade policy experts, teachers and researchers at university level.

Trapca is designed to address the above-mentioned issues and to focus on trade policy capacity building in LDCs in a wide sense, providing the LDCs with the ability to access information and use it in an independent analysis of the impact of trade agreements, as well as developing negotiating skills and access to networks in trade policy areas. Other key areas being addressed by Trapca focus on improving trade capacity at the business level. Increased capacity in trade related areas will help the LDCs in implementing international trade agreements. To address these issues Trapca is focussing on capacity building in the areas of trade policy, economics, law, development, promotion, institutional capacity, infrastructure, and production capacity.

However, one should not expect that a single trade capacity building programme can contribute significantly towards the resolution of all such large and complex challenges. But, Trapca can and does contribute to a more equal participation of LDCs in the world economy through improving knowledge of international trade agreements and the capacity of LDCs to negotiate improved market access arrangements.

Logic and Design

Trapca stakeholders and target groups are officials in the public sector, graduate students, officials of international and non-governmental organisations and the private sector that are involved in international trade in a broad sense. Training and education would be provided for persons who have, or will have, future positions in trade related activities such as:

- Ministries and government agencies related to trade issues;
- Politicians;
- Universities;
- Business; and
- Civil society, such as international and national NGOs, trade unions and media.

Trapca is designed in such a way as to continuously expand its own network. During planning and early implementation a substantial number of regional integration organisations, international bodies and

non-governmental organisations (NGOs) were consulted. The dialogue process has expanded and the Trapca body of contacts now includes many more organisations, including universities, that are expected to play an important role in providing expertise and various forms of support to the programme.

In the future, as Trapca develops activities and its reputation, its activities are expected partly to be financed by course fees and other contributions¹², which will consolidate the independence of Trapca and allow it to keep its neutral approach to trade policy training.

Trapca was designed to conduct a long-distance training, and follow-up of on-site training, using the internet, but this has been hampered until recently because of poor access to broadband internet connection.

The blend of vocational and academic training in a broad spectrum, ranging from WTO, EPA negotiations and regional trade negotiations, is intended to result in quick impact without sacrificing longer term knowledge development and capacity building.

The cooperation with its partners will bring institutional changes. In fact, the programme is designed to respond to changes in the trade environment by adaptation to new developments and lessons learnt and to redirect its training programmes to the actual needs arising. Hopefully, and given a certain level of Trapca success it may inspire the establishment of other similar institutions elsewhere.

Programme Structure and Design Criteria

The programme has the following overall objective:¹³

Poverty reduction through improved integration in the world economy by LDCs and low income sub-Saharan countries.

The immediate objective of Trapca, which it should be able to achieve via successful implementation of the planned activities, is:

Increased knowledge/skills in trade policy issues among LDCs and low-income sub-Saharan African stakeholders through the creation and operation of a high quality institution for trade policy training, specifically designed to meet their needs.

Four key outputs to be produced were defined:

- At least 300 government and private sector representatives from LDCs and low-income sub-Saharan African countries should be trained annually during five years;
- Masters Programme, Foundation and Intermediary courses and an Annual Workshop in Trade Policy issues established and in operation;
- Network of research and trade information, including a database on trade related resources, established; and
- Forum for trade policy discussions established.

To deliver the four outputs, the programme would carry a set of 11 activities as follows:

1. Conduct a training needs assessment;
2. Develop short-term courses in trade related areas;
3. Organise and run short-term courses in trade related areas;

¹² It is noted that full financing of course fees by the students currently is the mode of financing ESAMI's MBA programme.

¹³ The formulation is taken from the LFM and not the text of the ProDoc – there is difference in substance.

4. Design syllabus;
5. Organise and deliver Masters training in trade policy;
6. Conduct research and consulting activities in the area of trade policy on LDC-related issues;
7. Establish a network of international trade experts;
8. Establish and run high level management forums;
9. Organise and conduct an annual workshop on trade and development from a perspective of LDCs and low-income sub-Saharan countries;
10. Establish and run a forum for sharing experience and information; and
11. Establish database of resource persons, experts and academia, consultants and practitioners on trade policy.

Rather than commenting upon the above activities individually, the MTR Team notes that the blend of activities indicates a programme well structured to deliver training at different levels of detail. Built-in activities assure a constant development through dialogue with partners and networks. The key point is whether the blend of training courses are demand driven and can produce the planned outputs while taking account of changing situations and conditions.

Trapca is designed to provide both vocational and academic level training. The *vocational* part encompasses courses of short duration. They are split into two modules:

Foundation Courses: conceived as a general “entry level” course for students/participants and an introduction to trade policy¹⁴. It is an intensive four week course representing an introduction to the set of sub-agreements under the WTO rules based trading system, trade policy concepts, appreciation of available trade information, negotiation system and arbitration. The course is intended to open and widen the understanding of the target group, mostly key decision makers, administrators and politicians, and students of other academic tracks that may want/need some insight into (parts of) the WTO system. Participants would be awarded a ‘Certificate in International Trade and Development (CITD)’ upon attendance.

Intermediate or Specialised Short Courses: these allow the participants more detailed insight into the substance matter of the topic in question. The topics covered in general are as for the foundation courses, such as individual WTO sub-agreements as trade in services, trade in agriculture, trade remedies and dispute settlement, intellectual property rights, competition policy, etc. and market access criteria under various preference schemes and specialised topical issues in trade in tandem with the key issues of focus at the time in trade and trade policy. The courses are marked Core or Elective courses, the Core courses are obligatory for students who later want to continue with the diploma programme. The courses can also be tailored to specific needs indicated by a target group, for instance regional integration politicians. It is noted that the specialised courses represent a very useful element of flexibility. This type of course is well designed and gives immediate impact. Duration of these courses is standardised at two weeks. The participants completing the courses and passing the exam are awarded a ‘Certificate of Competence’ in the respective specialised course.

The *academic* component is a two year course leading to a Master’s Programme in International Trade Policy and Trade Law (MPTP). When all requirements have been completed by the student a Master of Science Degree in International Trade Policy and Trade Law is obtained. Intermediate short courses

¹⁴ ProDoc, Page 15: “The objective of the foundation courses is to make the participants in the courses conversant with the fundamentals of the trade policy regulatory framework, its various measures, and the political and administrative process of negotiation”

passed afford a candidate a higher chance of being selected for the Master's programme, clearly demonstrating the add-on principle of the Trapca course structure.

To qualify for the award of Master of Science in International Trade Policy and Trade Law, a student must successfully complete the following modules:

TRP 501: Economic Foundations of Trade and Trade Policy, 7.5 ECTS;

TRP 502: Legal Foundations of Trade and Trade Policy, 7.5 ECTS;

TRP 503: Tools for Trade Policy Analysis, 7.5 ECTS;

TRP 504: Sectoral Trade Policies and Development, 7.5 ECTS;

TRP 505: Trade and Commercial Policies, 7.5;

TRP 506: Topics in Trade Policy I, 7.5 ECTS;

TRP 507: Regional and Bilateral Trade Policies, 7.5 ECTS;

TRP 508: Trade Negotiation, Cooperation and Leadership, 7.5 ECTS;

TRP 509: Topics in Trade Policy II, 7.5 ECTS;

TRP 510: Topics in Trade Policy III, 7.5 ECTS or TRP 515: Topics in Trade Policy IV, 7.5 ECTS;

TRP 511: Master's Thesis, 15 ECTS

Another option (that provides additional flexibility) is to graduate with an Executive Master of Science in International Trade Policy and Trade Law (90 ECTS). It has the following specifications:

TRP 501–509 and TRP 515: Topics in Trade Policy IV, 7.5 ECTS, and TRP 516: Master's Thesis with an executive empirical based subject, 15 ECTS.

The structure of this syllabus clearly fulfils the requirements of similar programmes in the developed countries. The MSc is accredited by LU so that students having completed all requirements will be granted a Master's Degree from LU. The value of the accreditation from LU cannot be overstated when assessing the international recognition of the MPTP. This is an important achievement reached after only two years of work; it counts positively towards effectiveness and also sustainability. It is noted that Trapca has designed a more limited graduation option. Students that for one or the other reasons cannot complete a thesis can be awarded a Diploma in International Trade Policy and Trade Law when they have passed at least 5 of the literature modules. The standing of such a diploma level graduation is deemed satisfactory as it remains under the quality control responsibilities of the Academic Director. It indicates that Trapca willingly provides flexibility so as to make it possible for busy trade policy decision makers or administrators to gain a deeper insight into trade law and trade policy. This diploma helps gain official recognition without having to go to the MSc level but be above short-course level. The MTR Team has since earned the diploma's standing were subjected to discussions with the Tanzanian accreditation authority, and that countries as Namibia and Tanzania already have developed and applied guidelines for multi entry and – exit options. Thus the Trapca diploma option appears justified and is likely to add to the effectiveness and sustainability of the overall graduation system.

It is concluded that the programme design is coherent and flexible, and is lodged within a clear LFM that provides well chosen verifiable indicators. Necessary adjustments made to the contents and forms of courses reflect the demand driven design of the programme.

Trapca Selection Criteria

Trapca applies rigorous selection criteria. All candidates must be able to prove satisfactory academic qualifications to benefit from a Trapca course. Entry qualifications depend on the level of the course but all applicants must have the following qualifications:

- Proficiency in English or French if the course is being held in French in West Africa;
- That candidates originate from an LDC (although there are exceptions made for candidates from other low-income countries); and
- That they have appropriate work experience (although exceptions are made for highly qualified applicants without work experience).

All applicants are graded according to the following criteria:

- Target group of countries (note that this is all UN-classified LDCs);
- Work Experience (employer, position, work duties, international experience, career);
- Academic ability (academic record, ranking of university where the applicant's degree was achieved, university degree and other education undertaken);
- Motivation (applicant's argument to undertake the Master's programme, goals and objectives of the applicant, internship or volunteer experience, proven knowledge in international trade policy and trade law issues).

In addition, Trapca has overall selection criteria, depending on:

- Gender balance – Trapca tries to maintain an equal balance on each course;
- Geographic heterogeneity – to bring new perspectives to world trade, to inspire the creation of trade networks in LDCs and to build competencies in LDCs; and
- Academic field – balance the selection of students from different academic backgrounds;

The selection criteria are successfully applied as the number of successful applicants for each course, by country of origin and by gender shows.

Selection Criteria for a Trapca Master's Programme in International Trade Policy and Trade Law are as follows:

- A good first degree in Economics, Law, Social Sciences, or another relevant field;
- Work experience from a trade or development related area in government, the wider public sector, private sector or non-government/civil society organisation;
- A good command of the English language; and
- Originating from an LDC.

The intake of students into the MPTP follows procedures that are in line with best international standards and practices. These student relevant admission rules, regulations and concepts on proposed conduct have been summarised into a useful handbook issued on 1st February 2009¹⁵.

¹⁵ Students Handbook. Rules and Regulations Relating to Programmes & The Conduct and Discipline of Students, February 2009

In theory Trapca's target countries are all LDCs and all low-income SSA countries, but in practice Trapca has a much more limited target group of countries. The only non-African LDC in the Master programme Trapca has had so far been one student from Bangladesh. This student had had great difficulty in getting visas to attend the courses offered. In some cases the students were not able to obtain visas.

A stipulation in the handbook emphasises that the language of instruction shall be limited to English. This linguistic constraint may reduce the willingness of Franco- and Lusophone countries, also part of the target group, to seek admission and to benefit in full unless the students are English speakers.

A Demand Driven Approach

The March 2007 Training Needs Assessment (TNA) was conducted in six African countries (Kenya, Malawi, Tanzania, Uganda, Zambia and Zimbabwe). The key selection criterion of countries was the ability to use ESAMI offices in these countries. Last year (2008) countries from the CEMAC and ECOWAS regions were included in the training needs assessment.

The recommendations from the TNA are that Trapca needs to address capacity constraints by providing both long and short-term trade policy courses. The content of the trade policy courses should include courses on subjects that include negotiation skills, trade remedies, trade policy analytical skills, trade database simulation, trade law, trade diplomacy, RTAs, market access and related post-graduate programme on trade policy, strategy and economics. There is also a need for Trapca to develop a theoretical training curriculum that would link trade negotiations with other trade related areas such as Competition, TRIPS, TRIMS, SPS issues, TBTs, Trade Facilitation, measures to remove supply side constraints etc.

On the institutional capacity side, Trapca should be engaged in promoting and ensuring (advocating) that:

- Capacity is developed in organisations that deal with trade so as to ensure that clear policies on trade are developed and the legal framework on trade issues is strengthened;
- A pool of trade negotiators from various disciplines, both public and private, is developed; and
- A market information network is established for collection and dissemination of information.

It is clear that Trapca has put an effort to address the recommendations concerning the provision of both long and short courses. However, as actual execution of courses depends on the number of students applying for them, some courses still await a first execution. At this stage no Master's programme students have graduated so there can be no assessment of this course's impact on trade policy formulation or institutional capacity impact. However, based on interviews held, the soon-to-graduate students seemed convinced that their acquired knowledge would become useful, especially in relation to their home countries' abilities to ensure that clear trade policies and legal frameworks are developed. They were also of the opinion that there will most likely be an improvement in the skills of trade negotiators, and other aspects identified under the TNA.

Pedagogic Principles

Pedagogic and didactic methods planned are outlined in the ProDoc and are based on lectures, tutorials, group discussions and role plays. Other didactic methods such as field visits and internships/attachments were planned for 2009 but, for budgetary reasons, were cancelled. For the same reason the course design was also modified. In addition, it is noted that distance learning and tutoring is part of the programme as the Master degree students and the specialised short course students have to prepare assignments at home and correspond via email with the tutor; a large share of the thesis is also prepared at home. However, technical constraints related to the ESAMI ICT system has reduced the extent to which this tool could be applied.

During 2008, Trapca management prepared a document to expand and detail the original teaching principles¹⁶ and to more fully outline the institutional philosophy and pedagogical approaches. It also goes beyond outlining these approaches and provides a very useful and concise manual which can be used by resource persons as a guide to preparation and teaching of lessons. Most resource persons used by Trapca are professional teachers or lecturers with high but varying experiences¹⁷ and for 2009 indicate a large share of relevant LDC based experience. Thus, the guidelines are considered an extremely useful innovation that will contribute to improving the capacity of resource persons as well as improve the quality of the product Trapca is offering. This simple but effective training manual covers all areas of the evaluation, these being relevance, effectiveness, impact, sustainability and efficiency and Trapca should be commended for producing these well-written guidelines.

The grading of the various parts of the programme requirements completed by the students follows internationally recognised methods and scales. It is noted that cases of students using the Internet to search for academic work has, at times, resulted in plagiarism and this has been detected by Trapca staff who reacted swiftly and issued clear statements condemning plagiarism and acquired software that is used to check the student's texts for plagiarism. This rigid attitude was accepted by students who understand that a strong position on plagiarism is need to ensure the integrity of the school and so preserve the value of the degrees awarded by Trapca.

Programme Management

The management of Trapca was designed in a traditional way, and regulated by the three first agreements quoted in the Introduction. In the ProDoc text (pages 24 to 32) clear roles and functions are provided and the programme plan is narrated, with the LFM as an integrated part (see Annex 4). The LFM clearly indicates the targets set by main activity and the associated verifiable indicators are found valid and manageable, meaning that the LFM is well designed to act as a key management tool for programme execution.

A diagram depicting the present management structure is presented at Annex 5.

Management Structure

The ProDoc and the legal framework identify ESAMI as the owner of the Trapca programme and the Trapca management structure is part of the ESAMI management but with specific administrative bodies as follows:

- The Board of Directors (previously a Steering Committee);
- The Academic Advisory Council;
- Trapca executive management;
- The Annual Review Meeting (also referred to as the Partner Group Meeting); and
- The monitoring team;

The ownership and management structure is clearly depicted in the ProDoc:

“TPTCA will be an autonomous centre within ESAMI. ESAMI will have the overall responsibility for the Programme. The TPTCA shall be the executing body and implementer of the TPTCA Programme.”

¹⁶ Institutional Philosophy & Pedagogical Approaches. Guidelines for Faculty, Staff, Students and Partners, Trapca, Arusha, October 2008

¹⁷ See Chapter 7. Profiles of Trapca's Professional Staff and Adjunct Faculty, The Prospectus, 2009

“The TPTCA will be organised as an autonomous programme within ESAMI. It will be managed by a Steering Committee (SC). It is not envisaged that ESAMI would have direct influence on the training contents except through the SC.”

The ProDoc specifies that the Steering Committee (now Board) would play the role of a supervisory body with the ESAMI having the right to appoint SC members on the basis of personal merit and qualifications. Trapca management is guided both by the SC and by the Academic Advisory Council – this being the body responsible for the content of courses and syllabi.

Rules and regulations guiding the appointment of teachers and intake of students and their conduct and performance are in the hands of Trapca management.

The Steering Committee – Board of Directors

Membership of the Board of Directors is as follows:

- Professor Bonard Mwape Board Chairman (Director of ESAMI)
- Dr. Chungu Mwila, Board Member (Director, COMESA Secretariat)
- Mr. Peter Mitiambo, Board Member (ESAMI Principal Consultant)
- Mr. Rashid Kaukab, Board Member (Trade Expert, UNCTAD)
- Ms. Beatrice Dove-Edwin, Board Member
- Mr. Mamadou Dianka, Board Member, Regional Program Coordinator, UEMOA
- Professor Göte Hansson, Ex-Officio Member (Academic Director)
- Mr. Peter Kiulukuku, Ex-Officio Member (Trapca Executive Director)

The Steering Committee has been changed to a Board of Directors, but the MTR Team could find no reasons or justifications for this change apart from a general recommendation from the monitoring team that, apparently, was made on request of the Trapca management team.

The MTR Team has also been informed that there was also a change in function, and not just in name, when the Steering Committee evolved to a Board of Directors, although the schedule of meetings of the Board (twice a year) has not changed from the schedule of meetings of the Steering Committee. From the ToR of the Board and interviews conducted by the MTR Team it is apparent that the Board should play a role much like the Board of a commercial company, i.e. to provide direction on policy and strategic development and have oversight and control of the budget. However, from the evidence available to the MTR Team (the minutes of Steering Committee and Board meetings – three final minutes and one set of draft minutes) and interviews, it is evident that the Board is playing a role in policy direction or strategic development. The supervisory role on budgetary issues also appears limited and left more to the daily management of Trapca. The meeting notes suggest that the Board’s main role has been to approve recommendations provided to it by management. Proposals made by the Board to the management are reflected in the output in terms of reports and publications prepared, etc.

The Board has discussed a number other issues including how to attract the required calibre of persons to the Trapca Board. As one incentive the Board introduced a sitting allowance to the Board members, this is also made available to the Academic Advisory Council members (of course excluding the two Trapca Directors). Cost coverage to Business Class level for the Board members international travel is provided from ESAMI funding. It is not clear if these measures have had any effects on the composition of the Trapca Board.

It can be argued that the replacing of the Steering Committee with a Board of Directors sends a clear signal of ownership that makes it easier for management to market the programme to politicians and other interested parties.

It is noted that the Board members have contributed indirectly in making the Trapca brand but, in the view of the MTR Team, changes to the programme structure, organisational elements and roles objectives and activities should be indicated with clear reference to the ProDoc, and should also be justified. The relationship of the Trapca Board to that of the ESAMI Board, especially once Trapca ceases to be a donor-funded project will need to be addressed to ensure no overlapping or contradictions.

Academic Advisory Council

The present composition of the Academic Advisory Council is as follows:

- Dr. Christophe Bellman, ICTSD Programmes Director
- Mr. James Musonda, COMESA Senior Trade Advisor
- Dr. Dominique Njienku, ILEAP Executive Director
- Professor Sam Laird, University of Nottingham and Consultant
- Professor Chris Milner, Head, School of Economics, University of Nottingham
- Dr. Petina Gappah, ACWL, Counsel
- Professor Göte Hansson, Trapca, Academic Director
- Mr. Peter Kiuluku, Trapca, Executive Director

A review of the minutes of meeting of the Academic Advisory Council (AAC) indicates that the roles and functions are in accordance with the ProDoc. Meetings were held according to plan and reported on adequately. In the view of the MTR Team, the AAC has made a very positive contribution and has added value to the quality of Trapca as a vocational training/academic institution. It also has a positive influence on Trapca's relevance, effectiveness and sustainability. Since the AAC membership is drawn from relevant trade, technical, regional integration and academic institutions, it also contributes to the marketing of Trapca. The advice from the AAC seems also to be valued and acted on by management. An example of this is found in the minutes of the AAC meeting held in Swaziland in November 2007. According to the minutes, the AAC made a number of recommendations on the CITD, Specialised Courses and the Master's programme. These recommendations have been assessed by the Trapca management and applied.

Daily Management

The management team is headed by an Executive Director (ED, appointed by the SC), and an Academic Director (AD, appointed by LU). The Executive management group is recruited through ESAMI and is in total eight positions to cater for a maximum of 300 short term students and 30 MPTP students per intake.

In the view of the MTR Team all three Trapca professional staff and the two support staff provided through ESAMI are competent and keen to make sure that Trapca works well as a training organisation. They all seemed clear about what their individual roles were and would appear to work well as a team. The documentation produced by the team was copious, relevant and of high quality. Trapca gives the impression of being very well managed and the management team appears to be enthusiastic, highly knowledgeable and dedicated to putting Trapca at the forefront of trade training institutions in Africa, if not globally. They are confident about the approach the institution is taking but, at the same time, open to suggestions on how the product they deliver can be improved, both in content and in the way it is delivered.

The current composition of the management team is as follows:

Trapca staff in Arusha	Position
Mr. Peter Kiuluku	Executive Director
Mr. Caiphas Chekwoti	Trade Policy Expert
Mr. David Kalaba	Principal Finance and Administration Officer
Ms. Beatrice Wangari Githakwa	Programme Assistant
Ms. Pauline Jane Khamis	Office assistant
To be recruited	Trade Lawyer
To be recruited	Business Development and Marketing Officer
Emile Karume	Driver/Clerk

The management team is of the opinion that the lean structure of Trapca is a threat to the sustainability of the institution. This was reported in the interviews with the staff as well as reported in the 2008 annual report. This is, presumably, in reference to the two vacancies (Trade Lawyer and Business Development and Marketing Officer). It is also, apparently, difficult to recruit the quality staff considered appropriate within the current remuneration levels offered. It is noted that two staff decided to leave Trapca in 2007 due to more attractive positions offered elsewhere. Replacements have been recruited as reflected in the table above. It is not the MTR Team's impression that staff changes have caused substantial interruptions in the daily operations.

The programme runs fairly smoothly with its current level of staffing and there was no obvious evidence available to the MTR Team to suggest the need to expand the size of the management team beyond its current size. However, assuming an expansion in activities according to the Strategic Plan and a gradual phasing out of the LU involvement, and the need to provide professional trade law assistance, the current two vacancies in the establishment should be filled. Although no judgement can be made on whether this is sustainable in the long-run and after donor funding is no longer available, it should be noted that an increase in either remuneration levels or staffing levels or both will affect the financial sustainability of Trapca.

As per the Amendment to the Agreement No A7101758 between Sida and Lund University on manning and Budget for Trapca 2008, Lund University will provide the following staff to Trapca:¹⁸

Lund University staff member	Duties	Percentage of normal working time
Professor Göte Hansson	Academic Director	Up to 75
Dr Carl-Johan Belfrage	Deputy Academic Director (to 01/08)	50
A/Prof Joakim Gullstand	Deputy Academic Director (from 02/08)	Not less than 25
A/Prof Joakim Gullstand	Academic Advisor (from 01/08)	10
Dr. Susanna Thede	Academic Advisor (from 02/08)	10
Pernilla Johansson ¹⁸	Academic Programme Coordinator	80
Therese Nilsson ¹⁸	Academic Programme Coordinator	80

Staff provided by LU have had an obvious positive influence on Trapca in a number of ways, including the academic quality, staff and student morale and the reputation of Trapca as a training programme. The main role of LU is to carry out quality control of the academic activities at Trapca.

¹⁸ Pernilla Johansson and Therese Nilsson divide up their time between LU and work at Trapca in Arusha.

Reporting

There are different kinds of reports prepared by Trapca management: Annual Performance Reports, Annual Reports and financial reporting. Production of these standard reports is enabled through a comprehensive database that organises all aspects of courses, students and teachers, which makes it easier to extract and analyse data.

Annual Performance Reports

Two Annual Performance Reports have been issued for 2007 and 2008, and they cover the following issues:

- The variety of courses actually offered;
- Various break-downs of the students' background by geography, gender, education, and career, choice of courses, the student's performance in terms of actual attendance and grades etc.;
- The results of course evaluation by the students at the end of each course;
- The results of course evaluation by the faculty; and
- Other activities and the trade forum, workshops and conferences.

The MTR Team have read the reports and tested the analytic results presented, partly through interviewing all staff, students (three, all Master level) and one teacher. In general, the interviews confirmed the results indicated in the APRs. It is noted the MBA thesis quoted in the Introduction carried out a very detailed survey based on questionnaires to the former and actual students of Trapca. The results of this study also confirm the analyses and conclusions of the APRs.

Annual Report

Summaries of the Annual Report are based on the original LFM and measure actual achievements against the indicators defined. Reports for 2006, 2007 and 2008, thus comply with the ProDoc. The general conclusion is that Trapca is on track regarding most indicators, in fact more courses than originally planned have been held. In terms of gender balance of the student population there has been some improvement. The balance was a 40:60 split in 2006/2007 and closer to the targeted 50:50 split in 2008, whereas most lecturers or resource persons are still male.

With the introduction and approval of the Strategic Plan 2008–2011 the annual reports follow the targets set in the Strategic Plan. The Plan introduces expanded sets of outputs/results, activities and indicators, making comparison of actual results to the original set targets difficult. It was noted that the monitoring did not comment on the change in this point of reference. The review aspect of the annual report is critical towards the management as they need to continually check, revisit and revise activities, given the dynamic nature of trade issues. Since the Strategic Plan will remain the reference point, it is desirable that the LFM/ProDoc is up-dated as soon as possible so there will be no disparity between the LFM and the Strategic Plan.

Financial Reporting and Budgets

Monitoring of financial performance in terms of funds spent compared to the planned targets takes place continuously. The annual financial reports are audited by an external auditor. The MTR Team have gone through the annual financial statements for 2006 and 2007 that now are based on the internationally recognised Pastel computer software. The auditors' reports have also been checked. The statements are found to be adequate and supported by documentation except for minor End of Year postings (these were also noted by the monitoring team); hence financial reporting is found satisfactory and meets the international standards for transparency and accountability.

The overall budget was presented in the ProDoc and amounted to just over SEK 108 million to cover the 5-year implementation period, starting in August 2006. The main expenditure item is related to the cost of operating Trapca, amounting to SEK 94,761,000, including Sida's contribution of SEK 84.14 million. SEK 10.6 million is allocated to LU to cover the costs of professors/teachers/assistants' availability, travel and living cost in Arusha. ESAMI contributes SEK 10.825 million. In addition SEK 1.4 million has been allocated for an audit, MTR, and monitoring support. The overall budget has not been adjusted either upwards or downwards.

Funds for all operating activities are made available against annual work plans and budgets (AWPB). These are prepared by the Trapca management before the annual review meeting in December¹⁹, approved by the SC/BoD, and then submitted to Sida. Two AWPBs have been produced, based on the Agreement between Sida and ESAMI. However, the required documentation that has to follow invoices and requests for release of budgetary lines has not been adequate (according to Sida), which has led to delays in approving the disbursements, despite the best efforts of Sida.

As with other Sida commitments, the Trapca commitment is made in SEK. However, in this case, most of the expenditure is made in USD. According to Sida's rules²⁰, the currency risk (meaning the exchange gains and losses that may take place) falls on the receiver of the programme. In normal times fluctuations are not significant and tend to average out over a few years. It is noted that for period 2006–2008 Trapca actually benefited from these changes. Under the current more extreme conditions, with the on-going international financial and economic crisis, the value of the SEK depreciated significantly against the USD within a span of a few months. For 2009 this has resulted in Trapca experiencing a shortfall in its budget, which is in USD. Additionally, the practice of an activity/budget line approach by Sida requires well justified requests from Trapca, and in good time, before funds can be transferred between budget lines within one budget year. It is understood that transfers between budget lines are really the exception.

The devaluation of the SEK against the USD meant that Trapca runs a budget deficit for 2009 and so cannot cover all planned activities. Thus, it has been necessary to reduce the budget substantially and to cut back on planned activities. Such actions caused by factors external to Trapca can have a devastating effect on effectiveness, impact and sustainability and so they are looked at in more detail in the next chapter.

Some instances appear where the procedural requirements of Sida have been set aside by Trapca, leading to over expenditure by Trapca on a single activity, though the annual budget itself was not exceeded. Similarly, Trapca has, on at least two occasions, overlooked the procedural requirements to allow disbursements from Sida to take place, in particular as regards exceeding deadlines and insufficient supportive documentation, and this has resulted in the delay of disbursements by several months. The MTR Team understands that action has been taken by Trapca management to correct these procedural problems. It is only through the good offices of ESAMI (providing intermediary financing) that Trapca could continue its activities during the periods when Sida disbursements have not been made.

Marketing Effort

It is indicated in the ProDoc and the Strategic Plan that marketing efforts would be important in attracting students and also faculty staff. It is clear that partnering with ESAMI has been a very powerful marketing tool. The ten countries where ESAMI has its offices have also been instrumental in advertising and attracting students to Trapca. However, based on the aforementioned MBA thesis, and interviews conducted by the MTR Team, it is clear that the Internet is now the main source of information for potential students to get to know about what Trapca has to offer. It is very simple to apply a general

¹⁹ It is noted that there was no meeting between Sida and Trapca in December 2008

²⁰ This practice is valid for most other bilateral and multilateral donors

search word in Google and then follow the links. In addition, Trapca also uses conferences, the trade policy forums, other networks and word of mouth in the marketing effort. To attract more students from Francophone countries a course was held in Cameroon.

It always takes time to build a brand name. The above sources of initial information are powerful, and combined with the easy to use of the web-site (www.Trapca.org) branding has happened quite quickly. The initial application procedure is not that complicated. Measured in numbers of queries and applications, the success has been overwhelming. For second intake to the 2008 MPTP total applications numbered 1,400 potential students. Of these approximately 350 were found qualified for the 24 places available.

It is easy to argue that the prospect of obtaining an internationally recognised Master's degree, in an LDC friendly setting, is indeed tempting for academic and professional career reasons. However, it is also important to consider that a major reason that there are so many applicants to Trapca is because the education is fully paid for by Sida. The students interviewed were asked if they were willing to apply for the MPTP if they had to pay all costs themselves (tuition and fees, travel costs, room and board and an allowance). The answer, not surprisingly, was that it would be very difficult, in particular for the most disadvantaged group (women with children from LDCs, a key target group). However, it was noted that those interviewed also said that if they were not fully funded by Sida then they would look for local sources to apply for coverage of part of the total bill.

Monitoring

It is noted that the ToR of the MTR requests an approach that follows the general OECD guidelines and principles that Sida also applies. Under this pretext the monitoring efforts are more of a standard approach where set targets are compared to actual performance using a set of pre-determined objectively verifiable indicators (OVIs), and where important deviations in time and cost would be captured, with the objective of alerting the client (Sida) and the Trapca management that corrective action was needed.

Monitoring was incorporated into the ProDoc as an annual activity, and a monitoring team was appointed. It is noted that the same team was also part of the planning of Trapca. Though specific ToR has been requested by the MTR Team for each monitoring mission, only a general outline ToR has been made available. From interviews held²¹, the MTR Team understood that the ToR of the individual missions were discussed between Sida and the monitoring team and the main points to be addressed during the individual missions were agreed verbally using the ToR as a frame of reference. The MTR Team are not aware of the additional verbal specifications of the ToR, which makes a standard assessment of the correctness and quality of the reports difficult.

The ToR for the monitors do not request the monitoring team to use the OVIs of the LFM as their point of reference. Monitoring of progress towards the criteria of effectiveness, sustainability and efficiency using actual figures against the set targets, and explaining eventual deviations is done, but not systematically. Instead, the ToR and the reports open up for discussion a number of critical aspects of the programme including relevance, strategy and eventual follow up on changes to the LFM, that were agreed at the beginning of the programme.

The MTR Team appreciate the value of general comments, as these represent an effort to pick up situations and trends that may lead to a need for revision of the ProDoc and the LFM and/or quick management interventions. However, some of the comments seem less warranted. The first report, drafted after only three months of implementation, indicate that the establishment of the MPTP was behind

²¹ with Sida, the monitoring team, LU and Trapca management

schedule. The view of the MTR Team is different – the MPTP is on track, and has been implemented within less than two years of the start of Trapca, including accreditation of the degree by LU. In the world of higher education that is record breaking, not least as this took place in an LDC context and Trapca should be commended for this.

The monitors also endorse the Strategy Plan 2008–2011 without providing justification for this endorsement. It is not clear whether the Strategic Plan is viewed as an addition to, or a replacement of, the LFM, and, in the view of the MTR Team, this should have been addressed by the monitors before the Strategic Plan was endorsed. The monitoring team, however, has pointed out that the potential changes in the Strategic Plan should be reflected in a justified adaptation of the ProDoc and its LFM, an approach the MTR Team fully supports.

Apart from the issues regarding the Strategic Plan and the LFM, the MTR Team are of the overall opinion that the monitoring reports have made a valuable contribution to the implementation of Trapca, though in a less traditional way than would usually be expected from a monitoring team. In addition, the reports have served as a source of inspiration for the management to develop Trapca further, which was confirmed by Trapca management, and it is understood that the reports have been part of the background for discussion at the Annual Partner Meetings.

Strategic Work since Launch

The LFM was prepared at the very start of the programme and is what may be called a standard LFM in that it has an intervention logic, objectively verifiable indicators and means of verification. It is assumed that these OVI's would be achieved at the end of the project period (2010) so the task of the MTR team is to assess whether Trapca is on target to meet the targets set out as the indicators. However, as these were long-term goals, the MTR concentrated more on process rather than looking for verification as to whether or not the quantitative target had been achieved.

One major carry-over assignment originating from the ProDoc was to ask the daily management to produce a detailed strategic plan for Trapca. The draft plan, "Strategic Plan for 2008–2011", was discussed at the first Annual Review Meeting²². Development of the LFM is a natural process of any longer term development assistance or partnership programmes. However, the LFM is the key programme management tool and any subsequent strategic work has to refer directly to the relevant part of the LFM part and argue why changes to the programme logic are found to be necessary. Any proposed changes should be directly put into the original LFM as an up-date, as pointed out by the monitoring team also.

During the visit to Trapca, the MTR Team discussed the Strategic Plan with the Trapca management and asked specifically if there had been any attempts at harmonising the Strategic Plan with the LFM. It was confirmed to the MTR Team that this had not been done. In June 2009 a single page has been received by the MTR team that indicated how outputs of the original LFM would be expanded as a result of the Strategic Plan. Although this is a good start to the harmonisation process, it does not allow the MTR Team to evaluate Strategic Plan against the LFM. In the view of the MTR Team, the detailed analyses and action plans presented in the Strategic Plan can become very useful for future evaluations if they are related to the LFM and its OVI's. In fact, the Strategic Plan should be turned into a full update of the LFM and the ProDoc.

There is no doubt that the Strategic Plan is a well designed document and has been prepared so as to respond to emerging challenges in trade policy and law and to guide the medium term sustainability of Trapca beyond the current funding envisaged in the Sida funded project document (i.e. 2006 till 2010). The Strategic Plan is written to explore the options of other fund raising strategies without excluding the possibility of a second phase being financed by Sida. It sets out the need for Trapca and its role,

²² Minutes of the first Sida annual meeting held in the Trapca board room on 11 and 12 June 2007

including a SWOT analysis and explores various resource mobilisation strategies. It is not, however, a replacement of the LFM. There is an implementation matrix at the back of the strategic plan, but this is not an up-date of the existing LFM as its format differs. It presents performance indicators with targets and is based on new strategic and special objectives. The direct link to the LFM only exist as the one page separate document received in June 2009 by the MTR Team, where the Strategic Plan outcome are indicated along with new and more ambitious targets.

The plan also indicates vision, mission and values, which are all commendable but; do not refer back to the original LFM. The management structure is altered to some extent (compared with the ProDoc). The new structure indicates a more business like set-up with a Board of Directors (BoD) that mirrors the ESAMI set-up for the MBA programme. The roles and function of the BoD point to a BoD providing policy and strategic advice to the daily management (see earlier section).

The MTR Team understands that management structure, responsibilities and reporting of Trapca now follow the Strategic Plan, and as such it is understood that the plan represents the ambition of gradually transiting Trapca from a programme to an autonomous institution, or Centre as termed in the plan, under ESAMI. It is found that the approach of the plan is correct in this regard but, as also mentioned by the monitoring team, it is strongly advocated to up-date the LFM to reflect the changes, and otherwise it will be difficult for future evaluations to capture the dynamics of Trapca.

On programme management, reporting and monitoring it is concluded that:

- The ProDoc with its LFM is well drafted and should remain the key point of reference when changes to the project management structures are suggested;
- The changing from a SC to a BoD is not clearly justified but the results, in terms of policy direction and strategic thinking, have had positive effects that are not always documented in the meeting notes. The composition of Board membership is found adequate and it sustains a positive effect also on the management's marketing efforts;
- The role and actual functioning of the AAC adds value to the project academically and in terms of branding and management structure;
- The daily management structure of Trapca is found to be adequate, and delivers a high quality output; however, if the activities are expanded following the Strategic Plan the numbers of staff should be expanded;
- The management reporting structure in terms of APR, annual reports and financial reporting is well conceived and operated in a professional manner making them useful tools for management and evaluation purposes;
- The budgetary procedures are well described; however, the present global financial crisis, in combination with long procedures, makes a future budget deficit unavoidable;
- The procedures around disbursement are complicated and not always correctly applied, which can bring the programme into financial jeopardy;
- It is appreciated that monitoring reports provide interesting points for discussion and action; however, they do not refer to specific written ToR by mission and deviate from recognised standards for systematically measuring performance against OVI's of the LFM;
- The Strategic Plan 2008–2011 is now the basis for management reporting and monitoring. Though the plan itself is a well designed document, apparently paving the way for Trapca to transit from a programme to an autonomous institutions under ESAMI, it has to be integrated further with the original LFM as an up-date of the latter, as also pointed out by the monitoring team.

Evaluative Conclusions by Criteria

This chapter provides the evaluative assessment and conclusions for the five main criteria:

- Relevance;
- Effectiveness;
- Impact;
- Sustainability and
- Efficiency.

As indicated in the ToR and the Consultant's methodology, the focus is on the more qualitative aspects, since the fairly young institution has only produced a limited number of graduates, therefore the main emphasis is placed on relevance, effectiveness, and sustainability.

Relevance

Relevance is measured against the extent to which a development intervention conforms to the needs and priorities of target groups and the policies of the international/regional development organisations. The international and regional organisations include the WTO (specifically the Doha Development Agenda), the EPA negotiations, and ambitions for further regional economic integration in the most relevant groupings – Common Market for Eastern and Southern Africa (COMESA), the East African Community (EAC) and the Southern Africa Development Community (SADC). Relevance is directly related to the over-all objective for Trapca, and focus is on the mandate.

The suitability of the organisational structure and the activities carried out will be assessed regarding their contribution towards relevance. The scope and nature of activities will be analysed also regarding their potential to reduce or remove project risks. On the risk element, it is commonly accepted that the training institutions should be demand driven, hence the relevance and quality of the TNA is to be assessed. The size and composition of demand has been established during planning of Trapca.

Relevance to the Overall Objective:

The overall objective of Trapca as per the log frame is: "Poverty reduction through improved integration into the world economy by LDCs and low-income sub-Saharan African countries".

It is perhaps too early to assess whether Trapca will contribute towards this overall objective, and like all top-level objectives, the attainment of this objective is dependent on a number of other external factors, including the role international and regional trade can play in economic growth. Owing to the recent global economic slow-down and to the stalling of the Doha process, external factors are currently not conducive to the early attainment of the overall objective, and the Trapca contribution in this regard is likely to be affected and slowed down in progress and actual contribution.

Despite the fact that external factors may slow down its attainment, the overall objective still remains relevant. If LDCs and low income SSA countries were to achieve sustainable growth they will need to grow at a rate of at least 6% per annum, depending on population growth rates and the level of capital replacement required. In order to do this, these countries will need to grow through trade. The simple logic is that purchasing power of the populations in these countries, because of the relatively small populations and their low levels of income are not able to provide the market that is required to sustain levels of growth of 6% or more.

If LDCs and low income SSA countries are to trade at higher levels they will need to attain a higher competitiveness, which leads towards a need to reduce tariff barriers and, especially, non-tariff barriers. This can only be done if the electorate understands the value of trade and of integration into the global economy. If these issues are not understood, politicians come under increasing pressure to “protect” local businesses in times of hardship. It may lead to a worsening of the economic position of the country, although it may also result in a temporary respite for local businesses.

Although economic growth does not necessarily lead to poverty alleviation, it is a fact that poverty alleviation cannot take place without sustainable economic growth. What is required for poverty alleviation to take off is a combination of economic growth and accompanying policies leading to an equitable distribution of wealth amongst the population and sustainable local job creation; but the latter is beyond the scope of this review to assess.

Therefore, the overall objective is regarded as highly relevant, despite the adverse conditions, including the stalling of Doha process and the global economic slow-down, that have manifested themselves since Trapca was first designed.

Relevance of the immediate goal and tasks of Trapca in relation to the over-all objective:

The programme’s immediate objective, which is the objective that will be achieved when the planned outputs have manifested themselves, is “Increased knowledge/skills in trade policy among LDCs and SSA stakeholders through the establishment of a trade policy training centre”

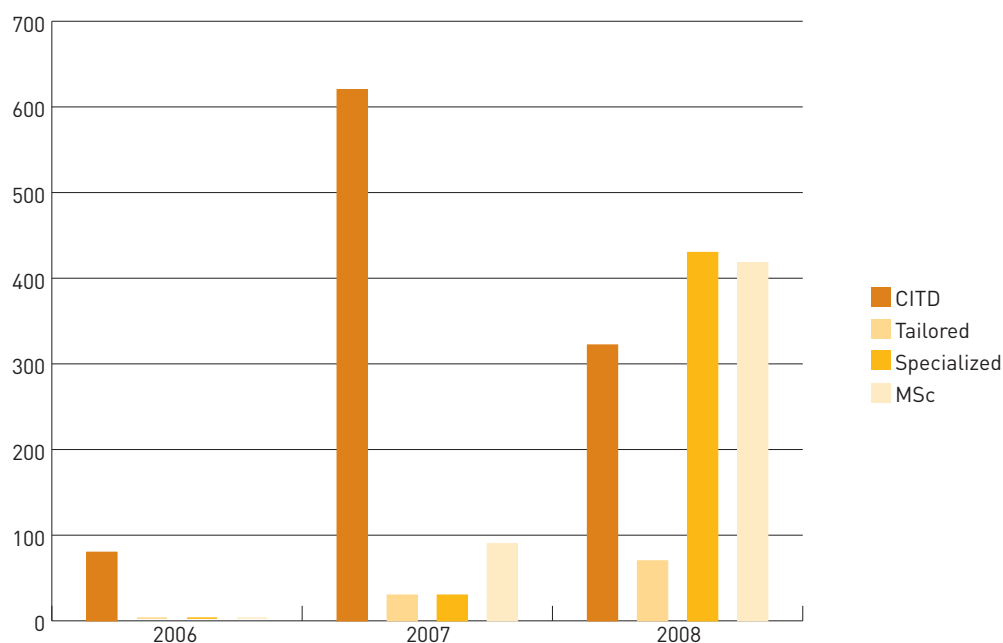
In 2008 Trapca planned to hold 15 short courses; three sessions for first intake of the MSc programme; enrol the second intake of its MSc programme; and hold a trade policy forum, a global facility meeting and an annual conference. It met all of these targets and, in addition, was able to respond to additional demand for an additional tailor-made short course (making it 16 in total).

The first intake of the Masters programme had 350 applicants and from these Trapca selected 25 students from 12 countries. The second intake had 1,400 applications and Trapca selected 24 students from 11 countries. The number of students that have been trained by Trapca since its inception is given at Figure 1 below. It is clear from this figure that Trapca is meeting its programme objective as stated in the log frame. During the period 2006–8 a total of 31 short courses have been held, equivalent to 1,666 participant weeks.

In addition to the programme objective, the relevance of the short-term goals and tasks should focus on testing the validity and relevance of the approach; the mandate and the usefulness of Trapca to the main stakeholders (Sub-Saharan LDCs and low-income countries); and whether the organisational arrangements are adequate to meet the objectives of Trapca. It is found that relevance of the immediate goals sustains the long term objective.

Relevance is linked to Trapca’s capacity-building role for a multi regional group of countries. Educating officials of the participating administrations should therefore benefit the inter- and intra-regional trade. It should also be tallied to serve the needs of any general trade policy initiatives and specific regional programmes and initiatives funded by bilateral or multilateral donors. On these aspects it is found that the relevance of immediate goals also sustains the long term objective.

Figure 1 – Number of participant weeks by year by course



Source: Trapca

Relevance of Trapca to international and regional trade initiatives

Trapca should have relevance for recent changes in the international and multi-regional trade framework. In this context the training programmes of Trapca reflect to a large extent the needs for educated officials within the following initiatives:

- Relevance is valid in context on the ongoing Doha Round discussions. These discussions are presently at a standstill, but the known outcome has changed somewhat compared to the time of planning Trapca.
- The decision of the COMESA-EAC-SADC Tripartite to create a single Free Trade Agreement (FTA) between the three organisations; to merge the three organisations; and to harmonise transport and infrastructure programmes.
- The Enhanced Integrated Framework.
- Economic Partnership Agreements (EPA) that the EU negotiates with the partner regions. The EPAs includes a high content of trade policy areas and also more specific WTO sub-agreements such as SPS, TBT, market access, trade facilitation and changes towards more harmonised and simplified Rules of Origin (RoO).

The Doha Development Agenda (DDA)

The DDA is of relevance to most client states of Trapca, these being LDCs and sub-Saharan African countries, as most of these countries are members of the WTO and so are a part of the negotiations. However, it is a common complaint by LDCs and some sub-Saharan low income countries that they have limited access to the negotiations simply because they do not have the capacity to be fully engaged. The DDA negotiations have been on-going since November 2001, on 21 subjects. Ministers adopted about 50 decisions clarifying the obligations of developing country member governments with respect to issues including agriculture, subsidies, textiles and clothing, technical barriers to trade, trade-related investment measures and rules of origin. Negotiations take place in Geneva, with occasional Ministerial meetings being held to try to break technical deadlocks at a political level. Negotiations are on imple-

mentation issues and require highly skilled and highly knowledgeable teams of negotiators as one person would not be able to negotiate such a wide range of complex issues.

Owing to the complex nature of the negotiations, LDCs and low-income countries negotiate in common interest groups, such as the LDC Group, the Africa Group, the ACP Group, the G20, etc. These groups allow countries to pool resources and so ease the capacity constraint, but countries still need a high level of resources to even keep track of the negotiations and make sure their interests are being taken account of. Given the possible effects of the outcome of the DDA on the economies of LDCs and SSA countries, which are complex and numerous (for example a simple issue like a subsidy reduction on one tariff line by the EU could mean a loss of market access for one LDC and a significant increase in market access for another LDC) it is important that LDCs not only identify priority areas for them, but also ensure that they have capacity to at least follow the negotiations and, at best, take an active and on-going part in the negotiations. Although the DDA negotiations have stalled, it is still necessary for all WTO members to maintain a presence in Geneva at the WTO as talks around the implementation issues that will affect the outcome of the negotiations.

The courses offered by Trapca are relevant to the DDA negotiating process at all levels of the courses – the CITD, the Specialised Courses, the tailored courses and the MSc programme. It is important that professionals in all disciplines have at least a minimum understanding of the importance of the DDA. Up until recently most governments in LDCs and SSA countries have been of the opinion that the DDA could be addressed by experts in the Ministry of Trade. However, it is now clear that all aspects of the economy will be affected by a successfully negotiated DDA. Furthermore, it is important that other ministries and subject specialists, including people involved in agriculture in the public and private sectors, in standards, in competition policy, in public finance, etc, have a good understanding of the DDA process.

The Trapca courses offer this kind of capacity building. They have as targets a wide cross-section of disciplines and professions in different low-income countries and LDCs. The approach is to target different levels of expertise, so that those not working as professional trade negotiators or trade lawyers and economists obtain a general understanding of the importance of international trade; those with a specialist knowledge can improve their knowledge in that area only; decision makers (such as Members of Parliament) are educated in international trade issues; and those who would like to pursue a career in international trade law and/or economics are also catered for.

As will always be the case, improvements in the relevance of the product Trapca delivers can be made, in particular by widening the target group to include more professionals from more low-income countries and LDCs and by refining the courses, so that they are more relevant to the needs of the participants²³. However, relevance can also be measured over time and Trapca has made an impressive start to being a highly relevant trade training institution that has an advantage over other similar training institutions in that it is based in an LDC and uses a majority of lecturers that come from either LDCs or low-income SSA countries who have first-hand knowledge of the subjects being taught and can put them into the appropriate context for course participants. These local lecturers are supplemented by international experts that bring a different perspective, so balancing the course as a whole.

The quick and efficient launch of Trapca, and the fact that it has made itself relevant as a trade capacity building institution, has been made possible by the decision of Sida to locate Trapca in ESAMI rather than in an institution such as a national university or to create a new institution. If Trapca had been

²³ For example, in the 2008 Annual Report there is a statement that removal of trade distorting subsidies by 2013 constitutes a major breakthrough for LDCs. It is difficult to see how this decision constitutes a major breakthrough for LDCs as the decision does not constitute implementation and the LDCs were disappointed that it was decided that implementation would be delayed until 2013. In addition, there are many more decisions of more relevance, and of greater impact that could be highlighted.

housed in a university it is unlikely that it would have, for example, been able to offer a master's course so early on after its establishment. Likewise it would not have had the operating flexibility to introduce new courses to take account of emerging demand. Thus in terms of providing an understanding of the implication for LCDs of the DDA and its ramifications the Trapca approach and courses are found relevant.

Relevance of Trapca to the Regional Integration process

It is realised that relevance to regional integration issue is not directly mentioned in the ToR. However, the majority of Trapca students come from east and southern Africa so the relevance of Trapca to the regional integration process is very briefly summarised.

The impression of the MTR Team is that this process of harmonising regional economic integration, and the challenges the process faces (such as harmonising Rules of Origin and teaching how to select products for sensitivity lists) is not given the importance it warrants in the set of courses offered.

Relevance of Trapca to the Enhanced Integration Framework (EIF)

The WTO Ministerial decision of 2005 in Hong Kong contained a decision to enhance the Integrated Framework for Trade Related Technical Assistance for LDCs. The launching of the EIF has been long and tedious and it is probably fair to say that the EIF was not launched until the appointment of the EIF Executive Director at the end of 2008, three years after the Hong Kong decision. However, almost six months after the appointment of the Executive Director, no funds have been disbursed for projects (Tier 2) under the EIF. There are a number of reasons for this very slow start (including the administrative complications involved in getting decisions from a Board comprising LDCs, agencies and donors) and one of the causes of the delay is the lack of capacity of potential beneficiary countries, these being all LDC members of the WTO, to prepare funding requests.

Trapca is only indirectly relevant to the EIF process in that it builds general capacity in trade economics and trade law. However, it could be more relevant by working with the EIF focal points in providing further capacity building to them on preparation of Tier 1 and Tier 2 projects, as appropriate.

Relevance of Trapca to Economic Partnership Agreements

It is probably fair to say that the courses Trapca offers are of significance and relevance to the process of negotiating Economic Partnership Agreements. EPA negotiations have a different content for different ACP LDCs and low-income SSA countries and are quite general in nature, because they are regarded as trade and development agreements. The market access components of EPAs are now largely negotiated and the lists of sensitive products and exclusions to the FTA(s) are agreed upon. What is required now, as regards the market access component, is to negotiate related issues and in particular Rules of Origin and cumulation of regional origin.

Negotiations in other areas are still on-going, such as services, competition policy, investment issues and development issues. However, these negotiations are not pure trade negotiations and the aim is to come up with more of a framework agreement for cooperation.

Trapca offers courses that are of specific relevance to EPA negotiations (such as the Specialist Courses) as well as the general courses.

Relevance to the Sida development policies and priorities

The relevance to Sida's own development objectives and priorities were assessed in an internal assessment report right after completion of the ProDoc²⁴. At that time relevance was established. The MTR Team have studied more recent versions of Sida policy papers and finds that there are no major changes, thus relevance is still maintained.

²⁴ The Assessment Memo, dated 19.06.2006

Effectiveness

Effectiveness is assessed according to the extent to which a development intervention has achieved its objectives by producing the planned outputs, taking their relative importance into account. The assessment covers the consistency and coherence of the ProDoc as regards the different types of courses planned and executed. The part of the analysis regarding logic and design was carried in the former chapter, with the indication that coherence exists as the design is based on an add-on principle. In addition the degree of flexibility built into the design provides scope for accommodating changes in the trade environment, and as per the TNA (the latter is an on-going process), thus Trapca courses remain to a certain extent demand driven, which adds to the likelihood of achieving effectiveness.

As only CITD and Certificate of Competence level graduates (and no MTP graduates as yet) have left Trapca it is not yet possible to quantifiably measure effectiveness. However, it is found that the composition and content of the activities, the three course types and the contents of the individual courses, will contribute directly towards maintaining effectiveness; and hence produce the programme's immediate objective which is: "Increased knowledge/skills in trade policy issues among LDCs and low-income sub-Saharan African stakeholders through the creation and operation of a high quality institution for trade policy training, specifically designed to meet their needs".

It can be determined, with some degree of caution, that the fairly high scores received by the participants in intermediary courses, and also the scores received by the MPTP students in their completed course work, point to a likely high level of effectiveness. The high scores indicate a good understanding of the subject matter combined with a high level of analytical skill. The results indicate that the planned output will be produced.

It has been stated by the SC /Board members that flexibility towards adapting to changes in the international/regional environment is paramount, and that higher emphasis is to be put on South-South trade issues and REC needs. It is the role of the AAC to foster new ideas on course content and form that will bring on board the needed adjustments. The AAC comprises trade technicians that work at the more practical level (in Regional Organisations, UN and NGOs) and, as such, this body would be expected to bring a more practical perspective to the curricula. For example, given that the CITD is an entry level course, it is thought that additional emphasis could be put on:

- Practical aspects of regional free trade agreements (such as the difficulties in determining appropriate Rules of Origin and the limitations of FTAs);
- Customs union negotiations (such as challenges in determining a common external tariff, addressing sensitive products, etc);
- Trade facilitation measures (such as the role to be played in harmonising customs procedures and harmonising transport and transit procedures); and
- Specific issues affecting LDCs at the WTO (such as negotiating duty free, quota free market access; NAMA and Disproportionately Affected Countries; EIF, Cotton issues, Aid-for-Trade; TRIPS; Trade Facilitation; and Services).

From the curriculum of CITD it seems that these issues are dealt with conceptually rather than specifically in the first weeks of the course. It is appreciated that the remainder of the course emphasises data retrieval and analysis, which is a vital skill needed in assessing trade policy effects but the MTR Team is of the opinion that more time should be spent on more practical aspects of trade policy and trade facilitation. In this way non-trade specialists could complete CITD with an overall appreciation of the benefits of trade liberalisation, at regional and global levels, and the challenges of liberalising trade. It is concluded that though flexibility is wanted and needed it has only happened to a limited degree in the actual CITD curriculum.

Regarding Specialised Courses, the AAC has made a number of recommendations and comments. It would appear that most of the recommendations made by the AAC (with the obvious exception of linking investment to competition policy – the 2008 course still linked investment to competition policy) have been followed up. This does give weight to the statement by the Trapca management that the curricula are adjusted through a process of findings from the training needs assessments (TNAs), experiences in course delivery, the dynamics of trade-related developments and expert suggestions from the AAC and Board. Specialised courses, due to their more dynamic character, are likely to contribute directly towards effectiveness; this is certainly true for the tailored courses to meet the needs of particular target groups.

The strategic base of the course design to move from a general level of WTO agreement understanding to more specific applications justify the CITD courses, which is further underlined by the fairly high end of course ratings by the students. The more direct focus of the tailored and MTPT level courses regarding LDC issues was found highly satisfactory regarding effectiveness.

The MTPT and effectiveness

The Masters course, especially the transformation from the Masters in Trade Policy to the Master's in International Trade Policy and Trade Law, shows evidence of very rigorous development phases which included:

- Preparation of a concept document;
- Expansion of the concept document by a group of experts;
- Establishment of a panel of experts to further refine the concept document into a curriculum;
- International peer review;
- Peer review by the Trapca global faculty members; and
- Peer review by the ACC.

After this process the Masters Programme was adopted by the Trapca Board and then the LU Faculty Board. The Programme is continually updated to take account of the comments and suggestions from faculty members and students and the trade forum.

The Masters Programme has ten modules and a thesis (equivalent to two modules). The first year of the MSc programme covers six modules to be completed in two semesters, with each semester covering six months. Students spend a month at the beginning and a month at the end of each semester on-site.

This structure of the programme curriculum/syllabi development and the inter-action between students and teachers certainly allows flexibility in form. The potential for changes in content of the specialised courses have been commented upon above.

Effectiveness of the structure of Trapca

It was assessed in the former chapter that the management structure of Trapca in general is satisfactory from the effectiveness point of view. The number of staff assigned by LU and their qualifications sustain this statement, and it was verified that LU sees its assistance more as a quality control function, than being the driving engine.

Impact

It is perhaps too early into the implementation process of Trapca to measure its impact. Impact is traditionally the totality of the effects of Trapca as development intervention, positive and negative, intended and unintended on the overall objective, which focuses on poverty reduction. This would require that a number of Certificate of Competence and MPTP graduates have returned to their home countries or organisation, and exercised substantial and measurable influence on trade policy analysis, formulation and implementation, or have been part of trade related negotiations.

It is possible, however, with some caution, to assess whether Trapca has been meeting its output targets to-date. Trapca has a rigorous reporting process and, based on these reports it is clear that it is meeting most of the planned results as defined in the logical framework²⁵ and that there are no major interventions required as Trapca is on track and is likely to contribute positively towards its overall objectives.

One impact that is already noticeable (that appears not to have been planned) is the impact Trapca has had on the lecturers. By providing an institutional philosophy and pedagogical approaches manual to its resource staff and by closely mentoring staff, Trapca has contributed to an expansion of the pool of resource persons that can be used to build capacity in trade-related issues in the region.

In November 2008 Mr. Olugbenga Adeola Olowoye prepared a dissertation for his ESAMI MBA Thesis entitled “Lessons and Best Practices in Capacity Building of Training Institutions – The Case of Trade Policy Training Centre in Africa (Trapca)”. Some of his findings included the following:

- Most students were what could be considered as young (below 40 years old).
- Of his 100 respondents 59 were male and 41 were female.
- About three-quarters of the respondents (67%) had 10 years or less of work experience.
- 63% of respondents were from the public sector (including government agencies and academia) and 37% from the private sector (including NGOs).
- Most of the respondents came from COMESA/EAC/SADC countries (82%) with 36% coming from EAC countries.
- Most respondents attending Trapca courses (96%) had a first degree or post-graduate degree qualification on entry into Trapca.
- 60% of respondents had jobs related to trade and development (although it should also be noted that 20% of respondents were uncertain as to whether their jobs were related to trade and development).

The report also contains students’ assessments of training courses attended. The courses analysed were some of the Specialised Courses and the Masters programme. It is encouraging to note that all respondents except one student taking the GATT and Data Analysis module considered the courses to have been good, very good, very helpful and somewhat helpful. Respondents from the Masters programme all thought that the knowledge gained was either very good, good or very helpful. Of the nine Specialised Courses examined by Mr. Olowoye just under 9% of his respondents considered the course to be somewhat helpful, meaning that the rest (apart from the one student mentioned above that classified the course as not helpful) considered the courses they attended to be very good, good or very helpful in terms of the level of knowledge gained.

²⁵ For details of these assessments see Annex 2 of the 2008 Annual Report (Training Performance Review) and the Summary Annual Report August 2006 to March 2007 that provides an update of progress against planned results.

83% of the respondents said that they remained at their jobs to make use of the knowledge they had gained through attending the Trapca course and 60% of respondents believed that the training received at Trapca was very relevant to their present positions.

The study also examined attitudes of students to the way the Trapca courses were delivered and the following results were obtained:

- Most students felt they had been given an opportunity to fully interact with the course organisers on their needs from the course.
- Most students felt that the course was appropriate for people of their experience and knowledge.
- Students were equally divided on whether or not the courses had enough time allocated to practical exercises and projects.
- About two-thirds of the respondents felt that the lecturers were of good quality.

The researcher also addressed marketing issues, and it is interesting to note that most respondents found out about Trapca courses through word of mouth, followed by a government circular. Interviews conducted by the MTR Team, however, indicated that internet search was an increasing source of first information.

Finally, 98% of respondents' perceptions of Trapca as a training institution were either good or very good and a number of students are return students.

Mr. Olowoye concludes that:

“Trapca is fast becoming an institution of note in trade policy and many of the participants attest that they came to know about the training activities of Trapca through referrals, government circular, newspapers and the internet. All the training programmes offered to students have contributed in no small way to the perception of Trapca as a very good training institution based in Africa which was reflected in the overwhelming majority of the respondents (98%) who saw Trapca entirely in that light.”

“What Sida and ESAMI have done in putting Trapca on the landscape is a noble intention and by encouraging and introducing regionally based education programmes if this sort, the number of people within the region with specific trade training will increase proportionately”.

From the results of the study done by Mr. Olowoye, the results of the follow-ups done by Trapca on students and from interview results of the MTR Team, it is clear that Trapca is already having a trade capacity building impact in Africa, especially in the eastern and southern African region, and that the impact can be expected to become greater over time.

Sustainability

The sustainability criterion is important as the losses generated by failure downstream can be fatal not only for Trapca as an institution, but also for the organisations and agencies that need it. Programme efforts and funds may be lost if the project does not remain sustainable. The issue of sustainability needs to be examined from a number of angles including: Financial, Outcome, Institutional and Management sustainability.

Financial Sustainability

Currently, the activities of Trapca are fully financed by grants from Sida, with payments-in-kind coming from ESAMI. However, the way the grant funds are disbursed leads to inefficiencies in the operations of Trapca and considerable and probably unnecessary time is spent on administration issues.

From interviews with Trapca staff, it is understood that the following disbursement system is used:

- Trapca submits its budget (and draft work programme) by 20th December for the following year.
- Sida approves the budget by the end of the year (by 31st December). This approval process usually involves considerable interaction between Sida and Trapca owing to the recent adverse exchange rate of the SEK against the USD.
- As standard all Sida commitments are denominated in SEK, although all expenditures are in USD.
- After the budget has been approved by Sida, Trapca, through ESAMI, will submit a disbursement request along with its 3rd quarter management accounts and with its 4th quarter expenditure forecast.
- The disbursement request is done in SEK but converted in USD at the exchange rate prevailing at the time of the disbursement.
- The disbursement is held in a non-interest earning USD account in Tanzania.
- An account is also held in Tanzanian Shillings to pay for local expenses and a petty cash float of up to Tsh 800,000 is maintained by Trapca.

Payments by Trapca are made as follows:

- Staff gratuity payments are paid to the core account on a quarterly basis.
- At the end of each course ESAMI will send an invoice to Trapca that covers accommodation, hire of facilities, the costs of ESAMI lecturers used in the courses and costs of marketing and communication. Trapca pays the invoice, minus the costs of ESAMI lectures and communication and marketing (which is the ESAMI financial contribution to Trapca) into the core account.

In recent years (2008 and 2009) there has been a delay in disbursements from Sida to Trapca mostly as a result of the rather complicated procedure smaller misunderstandings on both sides. The procedure has been the topic of discussions between Sida and Trapca with a positive outcome in terms of an improved application of the procedure. However, an intermediate result is that ESAMI has lent money to Trapca at the beginning of 2008 and 2009 on a no-interest basis to allow Trapca to continue to operate.

Although the MTR Team fully understand the fact that Sida needs to work in SEK and that Sida has no control over this, it is clear that the delay in disbursements for about three months at the start of the financial year places an unnecessary strain on the activities of Trapca. The MTR Team are of the view that the Trapca management team has shown that it is perfectly capable of taking appropriate decisions on the budget and work programme. The staff has also shown themselves to be fully accountable for both their management decisions and for the finances. It seems that, in practice, what Trapca consider is the appropriate way forward in technical and capacity building issues are sometimes not possible to carry out owing to finance procedures. Though Sida has explained in detail the procedure, there are still smaller misunderstandings. One possible solution would be for Sida to ensure that Trapca is fully conversant with the requirements of Sida in terms of the budget procedures, and that there is closer communication between Sida and Trapca during the annual budget process so that each side is fully aware of the constraints of each other.

Subsequently necessary adjustments to the annual work programme and budget as seen necessary could be made.

Though financial sustainability is achievable for the coming years under Sida funding, it is not clear if this is achievable in the post programme period. It will be necessary to identify supplementary sources of funding for the LDC participants, or to create a pool of money that Trapca can use to continue to ensure that the objectives of targeting professionals from LDCs and in particular women are met.

Sustainability of Outcome

The outcome of Trapca can be summarised as providing capacity building in trade economics and trade law to professionals from LDCs and low-income sub-Saharan countries. It can be inferred that the capacity building is primarily aimed at younger professionals (with an emphasis on maintaining an appropriate gender balance) who will use what they have learned in their daily professional lives.

In the longer term, outcome sustainability centres on whether stakeholder relations to government continue after their return from Trapca and whether the Trapca graduates are able to continue delivering results in terms of trade policy influence after completion of their courses. This cannot be determined as yet but factors of importance to be assessed in the future may include:

- The return of graduates to relevant (key) jobs after training at decent salary levels;
- The potential for Trapca to ensure continuation by delivering relevant follow-up activities as short term visits, and/or hosting of seminars and workshops; and
- The existence of a well structured database and dissemination system at Trapca that keeps track of students' results and subsequent results in trade policy areas (this database exists as regards the first part, whereas the latter part requires further development).

Institutional sustainability

Trapca is designed to be a sustainable intervention, with Sida starting to reduce its financial support so that by year 5 of the programme no funding will be required from Sida. The aim is for Trapca to be self sustaining in the same way as ESAMI's MBA courses are self sustaining.

It would appear that there is strong demand for Trapca courses, but it is not clear as to whether that demand will be as strong if the courses were not fully financed as indicated earlier. This is because, with the exception of the Masters, the qualifications offered by Trapca are not recognised professional qualifications (in the same way as a management or accountancy qualification are a professionally recognised qualification) and so the qualification is less likely to provide a base for getting a promotion or a salary raise.

In addition, if the ESAMI model of self financing is used it is unlikely that the objectives of targeting professionals, mainly female, from LDCs and low income SSA countries, can be met.

If Sida withdraws all grant funding after five years Trapca may well survive as a sub-institution of ESAMI, but it is thought that Trapca may have a very different set of objectives under these circumstances than exist today. If Trapca is to be a commercially sustainable venture it will not be able to afford to only target students from LDCs and low-income countries and also of targeting female students. In addition, as the courses will most probably have different compositions (i.e. students from more affluent countries) it is likely that the content of the short courses would need to change to take account of the major issues affecting the countries the students come from.

It is, therefore, considered likely that Trapca as an institution will be sustainable after it no longer receives grant funding, but it will need to change its business model, objectives and perhaps the course profiles for it to be sustainable as a commercial venture.

The MTR Team would recommend that Sida continues to finance Trapca as it is already doing until the end of this 5-year period and up to 2010. After this, and assuming that Trapca will continue to target professionals from low-income SSA countries and LDCs and, in particular, to ensure that there is a gender balance in both students and faculty, it is certain that some form of grant subsidy will be required. This means that Sida would need to continue to finance Trapca in the way it is currently doing, or Sida (and perhaps other donors) would be able to provide bursaries to students to Trapca from LDCs and in particular female students from LDCs, so as to cover their full tuition, accommodation and travel costs. The overhead costs of the Trapca management, would need to be covered by commercial operations of Trapca which would include fees obtained from students that can afford to finance themselves and from courses organised for other institutions, agencies and donors on a profit-making basis, and from consulting work.

Sustainability of Management

These aspects were dealt with the former chapter (see section on Programme Management), and comments have also been made in the sections above. In summary, the Trapca staff is found to be qualified, motivated and engaged in its work. The results have been convincing both in terms of students accepted and produced, the course execution, quality of the lecturers that has increased over time, and the management reports turned out. Managerial sustainability is likely to be maintained.

Efficiency

Assessment of efficiency is determined by comparing actual values to planned targets and an analysis of the activities against the budget. The budget is detailed in the ProDoc for the first year and in the AWPBs for subsequent years and, in the view of the MTR Team, discrepancies in actual expenditure to planned timelines and budgets are negligible. This provides a clear indication that Trapca is on track regarding implementation of its activities each year. However, it is noted that the devaluation of the SEK against the USD has reduced the overall budget available to Trapca. As indicated above the Trapca management has responded responsibly by cutting back on activities and has maintained a high level of efficiency.

When comparing efficiency levels of Trapca against other competing programmes, it is necessary to use comparable measurements. However, these are not readily available, and it is difficult to compare the costs of Trapca courses with courses offered by other institutions as one is not sure what the costs from other institutions include, what are sunk costs and what the product is. Below is an attempt at determining the cost per student week for the Trapca short courses, and the costs per module for the MPTP students.

Trapca runs a combination of short courses (2 week courses) as well as a master's programme. In 2008 Trapca taught a total of 854 student weeks in short courses, and ten modules to students on two Masters Programmes, eight modules to the first intake and two modules to the second intake. In the Summarised Income Statement for January to December 2008 a total of USD 1,280,432.92 was spent on short courses. A total of 854 student weeks were taught in 2008, giving an average cost of USD 1,500 per student week taught.

The costs include accommodation, transport to and from Arusha for each student, and costs of lecturers hired to teach the courses. It does not include the costs of inputs from Lund University nor does it include the costs of administration overheads such as the costs of permanent staff of Trapca, marketing costs, library and ICT costs, costs of services (such as water and electricity), building rentals, etc. If half of the costs of the permanent staff are added to the costs of running short courses the cost per student week is just over USD 1,800. If the total costs of running Trapca in 2008 (excluding the inputs from Lund University) were assigned to the short courses, the cost per student week would be just over USD 3,000.

However, what is clear is that if Trapca is to operate on a full cost recovery basis, it will need to charge students on short courses in the region of USD 3,000 per week or about USD 6,000 for a short course of two weeks. This includes the costs of transport to and from Arusha, but does not include the costs of the input from Lund University.

The costs of the Masters programmes can be assessed by module, and it is assumed that 25 students participate per module (although only 24 students are on the second Masters intake). From the Summarised Income Statement for January to December 2008 it can be seen that a total of USD 687,490.44 was spent on the Masters programmes in 2008. This gives a total of USD 68,749 per module or USD 2,750 per student per module. Each module lasts between two and three weeks so the costs of training a student on a Masters programme are lower than training people on short courses in terms of costs per contact hour.

As for the costs of the short courses, the costs of running the Masters programmes does not include the costs of inputs from Lund University nor does it include the costs of administration overheads. If half of the costs of the permanent staff are added to the costs of running the Masters programmes the cost per module is just under USD 100,000, giving a cost per student per module of about USD 4,000.

It is unlikely that many students from LDCs will be able to afford to pay USD 6,000 for a short course or almost USD 30,000 for a Masters programme (assuming each student needs to take and pass ten modules to be awarded a Master's degree). The options are, therefore:

- To find ways to reduce the costs of the short courses and the Master's programme so that they are affordable to LDC nationals. This may be very difficult to do as undoubtedly some savings could be made in overhead costs but it is difficult to determine where significant savings could be made.
- To subsidise the costs of LDC nations by charging more for students from non-LDC nationals. Again, the feasibility of this is not clear as it is unlikely that non-LDC nationals would pay, for example, USD 9,000 for a short course so that a LDC national could receive a 50% cost reduction.
- To find ways in which Trapca could raise revenue that could be used to subsidise the cost of the courses, including bursaries, grants from donors, etc.

Lessons Learned

The historical process shows that it is possible, through broad scoped discussions and by using external consultants, to take a unique concept to a high level of acceptance in the trade and development community as in academic circles. The location in an SSA LDC further adds to credibility as the context provides good scope for relevant networking. The Trapca programme has been well managed and points to the importance of a solid partnership model applied to academic as well as education administrative areas.

Whereas the programme logic and design is found coherent, based on add-on principles and flexibility, this must be done within the scope of the original documents used to establish the programme, these being the LFM and ProDoc. If this is not the case the programme may lose clarity in direction, with adverse effects on effectiveness and sustainability.

To build an institution aiming at first class training not only requires dedicated staff but also that selection procedures are clear and strict, institutional principles and pedagogic approaches are made open and available to staff and students to share the set of underlying values. The same can be said about but information to the students – Trapca is an excellent example on these aspects.

Long term effectiveness, impact and financial, institutional and managerial sustainability are key elements to the continuance of the programme, when the donor is phased out. However, the time period of five years is hardly enough time for Trapca to establish a brand as the first batch of MPTP students will only be graduating less than two year before the first phase of Sida funding is due to end. In the view of the MTR Team, Sida should give strong consideration to continuing to support Trapca both financially and technically (through LU) after the first five-year phase has ended in 2010. If Sida does not continue its support it risks losing its initial investment into a training institution that targets students from LDCs simply because it has not allowed adequate time for Trapca to establish itself.

The management supervisory structure has undergone some changes that, in the opinion of the MTR Team, have not been sufficiently justified within the scope of the original ProDoc and its LFM. This process of changing status within a supervisory structure without explicit justification and without relating it directly to the LFM should not be condoned. It makes the actual assessment of progress difficult and may jeopardise effectiveness of the programme in terms of meeting its overall objective and purpose.

Budgetary procedures are complex matters to handle unless these are described in great detail, and made clear to the daily management. Sida as the donor needs to reassess how it can ensure that it can make finances available to Trapca in a timely manner so as not to disrupt the implementation of agreed work programmes and to avoid forcing changes to agreed work programmes owing to short-term currency fluctuations. In addition, the Trapca management should do all it can to conform to the procedures laid out by the funder, including conforming to the timing of inputs.

Networking of Trapca with other trade related institutions, RECs, NGOs and educational facilities can be important for reasons of marketing and academic curricula development. There is, however, a possible danger that an unbalanced group of network partners can lead to Trapca being associated with particular interest or pressure groups. This may be considered negative to the institution's academic credibility or for their ability to get funding from donors or the International Financing Institutions. Choosing the right composition of network partners is important.

Summary of Evaluation Results and Recommendations

It is the overall conclusion that the Trapca programme is needed in the LDC and SSA developing context. The demand driven approach has proven its applicability and is maintained through regular country analyses. Demand originating from the changing international and regional needs on trade policy and law analysis, formulation and negotiation, is also reflected to a large extent in the development of curricula and syllabi. It is observed that the design concept based on flexibility and adaptability has been exercised satisfactorily.

The programme is generally well managed and activities are executed on time and at cost. The targets set for student intake, rates of completions of courses and the level of grades when graduating have all been slightly exceeded by actual results; and substantiates the high level of quality applied both to the vocational and the academic tracks. These observations are a result of the healthy relationship between LU as a quality controlling partner and Trapca as the executing agency.

Marketing efforts have experienced a high success rate in attracting students and resource persons to act as course lecturers and this is greatly helped by ESAMIs long established network in EAC, SADC and COMESA countries. The branding of Trapca is well under way. The informative and easy to use web-page also is a significant marketing tool. Recent attempts at expanding to the CEMAC and ECOWAS

regions indicate positive results. However, attracting students from outside of Africa has had limited success.

The MTR Team concludes that relevance prevails, effectiveness is likely to be achieved, impact is not yet possible to substantiate in quantitative and qualitative terms due to the relatively short time the programme has been running, but indications for the likelihood of positive impact are found. There are also good indications that Trapca has a sustainable management structure. Whilst financial sustainability of the programme in the remaining project period, until July 2010, is secured by the Sida grant, including students' costs and allowances, the future, after termination of assistance, is not so clear and key target groups, such as the LDCs economically vulnerable students, may not be able to finance the full costs of participation, which was substantiated by interviews with students. Efficiency was also found satisfactory. Though the issues around budgeting and disbursement procedures have improved gradually, they and may continue to have a negative impact on both effectiveness and efficiency.

It is observed that a substantial effort has been carried out to develop a strategic framework, as requested by the ProDoc. The framework is intended to provide a plan of action that will transform the programme into an autonomous institution under ESAMI. This new strategy (Strategic Plan 2008–2011) is linked to the original LFM, but only directly at the level of outcome. New definitions such as Strategic Objectives and Special Objectives are defined with a set of new expended targets (compared to LFM). However, the LFM itself has not been up-dated, which poses a problem for the MTR that follows the OEDC/Sida approach, where the ProDoc and the LFM are the guiding documents. It is important that the links between the Strategic Plan and the original LFM are made clear and visible and the Strategic Plan is based on an up-dated LFM. Finally, the marketing effort and the continued branding of Trapca will have to be intensified if financial sustainability is to be achieved.

The following recommendations to Sida are, therefore, mostly oriented towards securing a strengthening of the positive aspects identified in the MTR and suggestions to improve in areas that tend to slow down to process.

1. Extension of programme duration

It is noted that the steps taken so far to develop curricula, look after students' interests and develop a high-quality faculty have all contributed to delivery of the expected outcome. This has been achieved by the Trapca management working in close partnership with ESAMI. The positive outcome is just now beginning to show, and it is important to keep up the momentum and enhance the profile. Time will be needed for Trapca to be able to consolidate and cement its present position as a centre of quality/excellence and penetrate further into the markets for vocational training and higher trade policy and law education. The goal of establishing itself as an economically independent institution, with capacity to reach its key target groups calls for a transit period where the donor phases out, while new sustainable methods and sources of financing gradually licks in. By allowing more time, the Trapca management should be able to achieve the project objective and be in a position to function sustainably.

It is recommended that Trapca continues with the present design until the end of the project period, July 2010, as a Sida/ESAMI funded project. This will allow full consolidation and potentially also allow the gradual transformation into an autonomous institution under ESAMI. It is further recommended that Sida considers an additional phasing out/transit period of three years (until the end of 2013). This will allow the final evaluation to include have a broader frame of reference scope based on a second cycle of the Master's programme. The key point of the extension is to ensure consolidation and that a new business model is developed. The model should cater for both income generating activities via paid for educations services and for the more financially disadvantaged parts of the target group so that it can still benefit from the services offered by Trapca.

2. Strategic alignment

It has been noted that the LFM is not systematically referred to or up-dated when strategic changes are introduced. The use of the LFM should not be just for evaluation purposes but, even more importantly, should be used as a management tool. The LFM should not be regarded as a static tool; it has to change according to demand-driven requirements and the changing needs of the Trapca training and higher education programme. Lack of up-dating cause confusion for outsiders and internal coherency may be jeopardised. It is noted that the comprehensive Strategic Plan 2008–2011 makes only limited reference to the LFM, and has introduced different terminology, special objectives, different format and new indicators (though links do exist to outcomes of the LFM). The monitoring team has also noted these discrepancies and urged Trapca management to align the Strategic Plan with the LFM.

To preserve the strategic work done and assure its effect on planning and organisational changes, which are all found useful, it is therefore strongly recommended that the up-dating of the LFM is done by aligning with the Strategic Plan.

3. Financial sustainability and future organisation

It was found that the future for Trapca as an autonomous institution under ESAMI involves operating under a quite different business model and plan (see also Recommendation 1). According to Trapca, and discussions with ESAMI management, the new business model would involve charging fees for courses for Trapca to remain financially sustainable. As Trapca becomes more autonomous and Sida funding ceases options for funding in terms of consulting services and sponsorships should be investigated.

It is recommended that Sida urges Trapca to carry out a study on options to become financially sustainable once the Sida grant finishes. It is noted that Trapca has access to a Sida grant until 2010, after which it is supposed to be self-financing, with ESAMI contributing USD 1 million to finance the operations of Trapca by 2010. However, the MTR Team propose that Sida should continue to finance Trapca with grant funds after 2010, up to three more years, and that a study should be initiated to support the coming Business Planning and Marketing person in working out a new business model.

Sida is therefore urged to make a clear statement on whether it will continue to make grant funds available to Trapca after 2010 and, if so, what level of funding will be available. The statement and its validity will be subject of the next review.

If Sida is no longer able to provide grant funding to Trapca, the role and involvement of Lund University becomes unclear. Interventions from Lund University are currently fully funded through the Sida grant and it is unlikely that Trapca will be able to afford this level of intervention if it is to be self-financing. Trapca, therefore, needs to assess what role Lund University can and should play in the future, how the association between the institutions can be maintained (if only to ensure that Masters Degrees from Trapca are equivalent to degrees from Lund University) and how this relationship and association can be financed.

Trapca should carry out an assessment of how it will fit into the ESAMI structure in future. At the moment Trapca is part of ESAMI but also independent. If Trapca is to be fully self-financing, and ESAMI is to be expected to finance Trapca, it could be assumed that ESAMI may want to absorb Trapca into the main body of ESAMI as a department.

Trapca should look into how it can raise additional funding. Some of the options could include offering consultancy services. A number of academic institutions raise money by allowing their staff to carry out consultancies, with a proportion of the fees paid for the consultancy being retained by the institution. Some academic institutions go further and establish a consultancy company staffed by their resource persons. The study should include details on how to source funding for Trapca and for LDC students. A dedicated marketing plan with a clear strategy should be devised to identify other potential sources of funding such as:

- Run specialist courses for RECs.
- Run specialist courses for the LDC Group in Geneva.
- Provide training for EIF national implementation units.

4. Funding for LDCS students

When the Sida grant ceases it will be necessary for Trapca to collect fees for the various courses. According to own interviews with MPTP students, that now enjoy 100% Trapca financing, it would not be possible for potential LDC students to finance the studies on their own account. Thus there is a chance that an autonomous Trapca incurs the risk of losing or reducing access to students from the key LDC target countries. For Trapca to keep its high profile as an LDC based and focused vocational training and higher education institution steps to secure the core target group need to be taken if the programme objective is to be achieved. Special provisions may have to be provided for this group in the long term. Trapca has two main options that can be pursued by the management to fund part of study activities, these being:

Internships for students. Gain access for advanced students to internships/field work with trade relevant organisations. In particular, Trapca should use its network with regional economic cooperation organisations such as the AU Commission, EAC, COMESA, SADC, CEMAC, ECOWAS and potentially Geneva based trade institutions. It is essential that the internships are financed by the organisations themselves, or other funding external to Trapca.

Funding for students. Attract students from LDC countries with the aim of these countries to co-fund students, either from own budgets or under local donor funded schemes. Simultaneously an effort should be made to assess the potential for attracting students with own financing from the broader group of target countries.

However, funding of specialised courses and the MPTP curricula would require more substantive support. It is therefore recommended that Sida initiates a study on the potential establishment of a fund to cover part of or all costs of course fees, transport, room and board. The study should be launched soon in order to prepare for the new situation arising after 2010. The study should cover:

- Organisation and management
- Categories of costs to be covered
- Potential for creating a base for revolving funds
- Volume
- Operating aspects of the fund

5. Optimise the budget and disbursements procedure

Whilst it is recognised that the Sida procedure for invoicing, budgeting and disbursement needed to be applied as it is, it is also found that the system of quarterly based budgets is quite time consuming and leaves Trapca management with a very short planning frame. Despite improvement gains made, when procedures are not observed to the letter problems with disbursements are inevitable. Thus an effort should be made to reach a compromise on the entire procedure.

It is recommended that Sida and Trapca discuss the issue with a view to improve procedures so that Trapca professional integrity and reputation is not jeopardised, courses of high quality are able to be delivered as planned. This entails that Trapca management studies the detailed needs for supporting documentation, the associated time plans, and carries out quality assurance before submitting requests and documentation.

It is recommended that Sida considers the option of disbursements to be done on a half-yearly basis. The first disbursement should be done to Trapca before the end of the year (before 31st December) and be based on submission of the management accounts for the first three quarters of the previous year and the draft work plan and budget for the coming year. The second half-yearly disbursement should be done before 30th June and should be based on the audited accounts for the previous year and a disbursement request. It is further recommended that in future, grant disbursements from Sida to Trapca should be done in Swedish Kroner at the prevailing rate of the SEK against the US Dollar at the time of disbursement. If the SEK value of the disbursement is not as much as the work programme amount the disbursement of the maximum amount of SEK possible should be made and consideration of the use of carried over funds should be considered. It will then be up to the Trapca management to adjust the annual work programme and budget to take account of this short-fall. The Trapca management will then notify Sida of the budget and work programme adjustments made.

6. Staffing and funding

It is assumed that the present effort of expanding Trapca activities both as regards the geographical coverage, mostly in Africa, and in terms of adjusting the curricula to changes caused in the international trade environment and regional integration will continue. The present staff establishment is considered adequate for the challenges faced. It is also known that the LU assistance in the form of advisory services, teaching, and administrative assistance, will decrease and phase out. Given that increased outcome resulting from increased activities indicated in the Strategic Plan will be generated and that the outreach also increases, a strengthening of the capacity in professional areas as trade law and marketing and business planning, as is envisaged in the existing staff establishment, seems warranted.

However, the international economic/financial crisis still influences the financial position and opportunities of Trapca in a negative fashion, a situation that may continue to do so for the next year or two. It is further assessed that the income generating activities of Trapca such as course fees and consultancies are not likely to become operational in the near future, due to the general market situation and Trapca staff capacity constraints.

Under these circumstances it is recommended that the Sida funding is used to secure staffing of the two open positions in a staggered manner. The Business Planning and Marketing Position should be staffed first. The person engaged would have several roles, the most important to initiate the process of creating a new business plan that reflect the future status of Trapca as an autonomous institution under ESAMI. The business plan should include room for income generating sources such as course fees from specialised courses and consulting services

When the financial situation improves Trapca should use Sida funding for a trade law expert as permanent staff.

7. Improve internet services

As a training institution Trapca is heavily reliant on access to the world wide web as resource and marketing tool. The quality of the service has, apparently, improved significantly over the last year but Trapca still does not have access to reliable broad-band access on a 24 hour basis. If Trapca is to compete with similar trade training institutions it is necessary that it is able to offer at least equivalent services. It is recommended that a short consultancy be undertaken that can make recommendations on how Trapca can most economically have access to fast broad band internet on a 24-hour basis.

Annex 1 Terms of Reference

Mid-term Review of the Trade Policy Training Centre in Africa – Trapca

Background

The Trade Policy Training Centre in Africa (herein referred to by its chosen acronym Trapca) was established in 2006 as an autonomous programme at the Eastern and Southern Africa Management Institute (ESAMI) located in Arusha, United Republic of Tanzania.

The objective for the Trapca Programme is: Increased knowledge and skills in trade policy among LDC and Sub-Saharan stakeholders through the creation and operation of a high quality trade policy training centre specifically designed to meet the needs of least developed and low-income developing countries.

The over-all responsibility of ensuring an efficient management of the Trapca is entrusted by ESAMI to the Board of Trapca. Day-to-day management is the responsibility of an Executive Director. In academic matters, the Executive Director co-operates with an Academic Director appointed by Lund University of Sweden, contracted to support Trapca. In addition, an Academic Advisory Council has been appointed by the Trapca Board.

The budget for the first Programme period 2006–2010 totals the equivalent of 108 803 000 Swedish Kronor. The Swedish International Development Cooperation Agency (Sida) has undertaken to provide 98 183 000 Swedish Kronor as financing for Trapca during the first Programme period, the financing for the last two years being subject to the outcome of the Mid-term Review. The remainder of the financing is provided by ESAMI and through Trapca income. (Programme Document 2006-06-15, Appendix 1)

Agreements regulating the Swedish support to Trapca have been entered into in 2006 between ESAMI and Sida, between Sida and Lund University and between ESAMI and Lund University.

Sida has appointed an independent monitoring team for the Trapca Programme. The monitoring team visits Trapca on an annual basis.

Trapca started operations in October 2006.

The Purposes of the Mid-term Review

In order to assess the relevance of Trapca and the progress since October 2006, a Mid-term Review shall be carried out in February 2009. The Review shall assess (a) if the original purpose and mandate of Trapca are still valid and relevant, and (b) if there are changes in the over-all trade framework or in the development of strategies and policies at global level, or in other factors that affect Trapca, such as operational experiences, which call for changes in the design and approach of Trapca.

The Mid-term Review concerns a newly started training initiative. Rather than focussing on quantitative results and achievements, the main emphasis should be on testing the validity and

relevance of the approach and the mandate, the usefulness of Trapca to the main stakeholders, i.e. Sub-Saharan LDC and low-income countries, and the organisational arrangements to meet the objectives of Trapca.

The Assignment and the issues to be covered in the Mid-term Review

In fulfilment of the purposes stated in section 2 above, the Mid-term Review shall as far as possible and where applicable assess the issues stated below (not necessarily in order of importance). These concepts and Sida's view on them are discussed in Sida's review manual "Looking Back, Moving forward":

Relevance of the over-all objective for Trapca;

- Relevance of short term goals and tasks of Trapca in relation to the over-all objective;
- Relevance of the activities and organisation of Trapca in relation to the over-all objectives and the goals.
- Demand in target countries for Trapca services.

Effectiveness

- Is it likely that the strategies and activities of Trapca will result in fulfilment of the over-all objective?

Impact

- In what way can the impact of Trapca be measured? Can anything be said at this early stage about such impact?

One such impact is out-reach. What can be said about the out-reach in respect of relevant policy- and decision-makers, academics, business circles and civil society in target countries, as well as trade policy oriented international organisations and NGOs?

Sustainability

- Discuss the sustainability of Trapca outcome in relation to stakeholders and students.
- Discuss to which extent the present and expected results of Trapca may be assessed to be sustainable in the longer term and what factors can be assessed to contribute to sustainability?
- How does Trapca document its generated results, experience, and network and how does Trapca disseminate the same?
- Discuss the sustainability of Trapca at the Trapca level with regard to institutional stability, financing, organisation, manning and demand for Trapca services, taking into account the particular difficulty of ensuring that governments and public institutions, universities and NGOs in LDCs should benefit from the services provided by Trapca.

Efficiency

- What factors may be expected to affect the efficiency of Trapca? Can any conclusions be drawn at this stage about the efficiency of Trapca?
- In addition to these general issues the following specific issues should be discussed:
- Training at Trapca in terms of quality of curriculum, course design, teaching staff, literature and implementation

Participants' background, qualifications and selection.

- Trapca's net-work
- Adequacy of the governance structure and the organisation. Relations to and support from ESAMI.
- Sense of ownership among ESAMI and consequently Trapca stakeholders.
- Image among international trade oriented organisations and NGOs as well as academic circles of Trapca as a trade related technical assistance initiative.

- Outreach of Trapca and marketing.

Financial analysis of Trapca and its operations (but not a full-fledged audit).

- Financing of Trapca.
- Factors that influence priority setting at Trapca.
- Institution building and competence development at Trapca.
- Relations to Lund University and the quality of Lund University contributions.
- Usefulness of the monitoring input.

The expected output of the Mid-term Review is a report which assesses the issues listed above and which includes lessons learnt and recommendations for the future with regard to these issues. The report shall include a recommendation to Sida whether to continue the support to Trapca or not.

Methodology, Review Team and Time Schedule

The Mid-term Review shall be based on:

- Available written material at Trapca, Sida and Lund University.
- consultations and interviews with all available present and former staff at Trapca, as well as relevant staff at ESAMI, Sida and the Swedish Ministry of Foreign Affairs, and Lund University. The Monitoring team should be consulted at an early stage of the Mid-term Review.

Selected Board members and members of the Academic Advisory Council as well as teaching staff should also be consulted. Selected key stakeholders should be consulted. These consultations should normally be undertaken by telephone.

A sample of persons active in international trade organisations, relevant NGOs and academic institutions with a specialisation in trade policy matters as should also be consulted.

The Mid-term Review team is expected to visit Arusha (Trapca and ESAMI), Stockholm (Sida and the Monitoring Team) and Lund (Lund University).

Before leaving Arusha, the team shall make a brief presentation to ESAMI and Trapca of its findings.

The team shall decide on the methodology for collecting necessary information.

The Mid-term Review shall be undertaken by a team of two or three consultants of which one will be appointed team leader. The team leader is responsible for organising the work and for finalising the Mid-term Review report.

The team should have an understanding of the general ambitions, objectives and values of Swedish development co-operation. The team should also have extensive experience of development co-operation programming, management and review.

The specific qualifications of the team members shall include expertise with regard to a) trade policy issues relevant to developing countries, b) academic training in economics, trade law or related areas, and c) institution building and competence development.

The Mid-term Review is not expected to require more than a total of ten man-weeks. The field work should be undertaken before the end of February 2009. A draft report shall be submitted to Sida and ESAMI/ Trapca before March 14, 2009. Sida and ESAMI/ Trapca will provide comments to the draft report within 10 days of submission of the draft report and the final report shall be submitted within 10 days of receiving comments from Sida (and ESAMI/ Trapca).

Briefing and debriefing of the Mid-term Review team will take place in Stockholm.

Mid-term Review Report

The Mid-term Review report shall be written in English and should not exceed 50 pages, excluding annexes. The format and outline of the report shall follow the guidelines in *Sida Evaluation Manual “Looking Back, Moving Forward, Annex B”* (See Appendix 2) Subject to Sida’s decision, the Mid-term Review report may be published. The report must therefore be presented in a way that enables publication without further editing.

The draft of the Mid-term Review report shall be submitted to Sida and ESAMI/Trapca electronically and the final report shall be submitted both electronically and in 5 hardcopies to Sida and in 5 hardcopies to ESAMI/ Trapca

The Mid-term Review assignment includes the completion of *Sida Reviews Data Work Sheet* (Appendix 3), including an Abstract (final section G) as defined and required by DAC.

The Consultant shall pay regard to Sida Evaluation Manual *“Looking back, Moving Forward”* (http://www.sida.se/sida/jsp/sida.jsp?d=118&a=3148&language=en_US&searchWords=looking%20back) and *“DAC Network on Development Evaluation”* (<http://www.oecd.org/dataoecd/30/62/36596604.pdf>).

Annex 2 List of People Consulted

Organisation	Person, Title	Title (Trapca)
Sida	Ms. E.Löfvander,	Programme responsible officer
Private consultant	Mr. Björn Mothander	Monitor
Private consultant	Mr. Stefan de Wyllder	Monitor
LU	Professor Göte Hansson	Academic Director
LU	Dr. Christin Eneroth	Vice Dean
Trapca	Mr. Peter Kiuluku	Executive Director
Trapca	Mr. Caiphas Chekwoti	Trade Policy expert
Trapca	Mr. David Kalaba	Principal Finance and Administrative Officer
Trapca	Ms. Beatrice Wangari Githakwa	Project Assistant
Trapca	Ms. Helen Oraaco, Kenya	Student, MPTP
Trapca	Ms. R. Kaaya, Zambia	Student, MPTP
Trapca	Mr. Zakir Hossain, Bangladesh	Student, MPTP
Trapca	Dr. Antonia Achike, Sen Lect, Ag Econ. Nigeria	Lecturer (hired-in)
ESAMI	Prof. Bonard Mwape	Chairman BoD
EAC	Ms. Flora Musonda	Director of Trade
EAC	Mr. Kenneth Bagamuhunda	Director of Customs
COMESA	Mr James Musonda	Trade Specialist (and member of the ACC)
Danida (by telephone)	Mr. Jeaper Kammergaard, Embassy of Denmark	1st Secretary
WTO	Ms. Saari Laaksonen	EIF coordinator

Annex 3 Documents Referenced

Sida

Looking Back – Moving Forward, Sida Evaluation Manual, 2nd Revised edition, 2007

Assessment Memo, Diarienummer: 2002-0022130, dated 19.06.2006

Amendment to Agreement No A7101758 Between Sida and Lund University on manning and budget for Trapca, 2008

A Pre-feasibility Study to Establish a Trade Policy Training Centre (TPC) For LDCs: Report for Sida by Chandrakant Patel, Geneva, October 2003

Minutes of the first Sida annual meeting held in the Trapca board room on 11 and 12, June 2007

Minutes of Annual ESAMI-Trapca/Sida Second Meeting held in the Trapca boardroom on 3rd and 4th June 2008

First Report of the Monitoring Team, April 2007

Second Report of the of the Monitoring Team, May 2008

ESAMI

Support to Trade Policy Training Centre in Africa. Programme Document. 15.06.2006

MoU between Lund University and ESAMI, 15.06.2006

“Lessons and Best Practices in Capacity Building of Training Institutions – The Case of Trapca”.
By Mr. O. A. Olowoye, November 2008

Trapca

Detailed selection criteria and selection process. Master programme in international trade policy and trade law. Second Intake – Autumn 2008.

Performance Review – August 2006 to March 2007

Annual Report 2007

Annual Report 2008

List of Selected Students for the years 2006, 2007, 2008 and 2009

2008 Course Outlines – CITD

2008 Course Outlines – Specialist Short Courses

Draft Report of the 2nd Annual Conference

Audited Financial Statements for the year ended 31st December 2007

Approved Minutes of the 1st Trapca Board Meeting held at Trapca House, Arusha, Tanzania on 24th May 2007

Approved Minutes of the 2nd Trapca Board Meeting held at Lugogo Sun, Mbabane, Swaziland on 8th November 2007

Approved Minutes of the 3rd Trapca Board Meeting held at Reiz Convention Hotel, Abuja, Nigeria on 7th April 2008

Draft Minutes of the 4th Trapca Board Meeting held at Trapca Boardroom, Arusha, Tanzania on 11th November 2008

Training Needs Assessment. Revised Draft Consolidated Report, March 2007

Institutional Philosophy & Pedagogical Approaches. Guidelines for Faculty, Staff, Students and Partners, Arusha, October 2008

Students Handbook. Rules and Regulations Relating to Programmes & The Conduct and Discipline of Students, February 2009

OECD

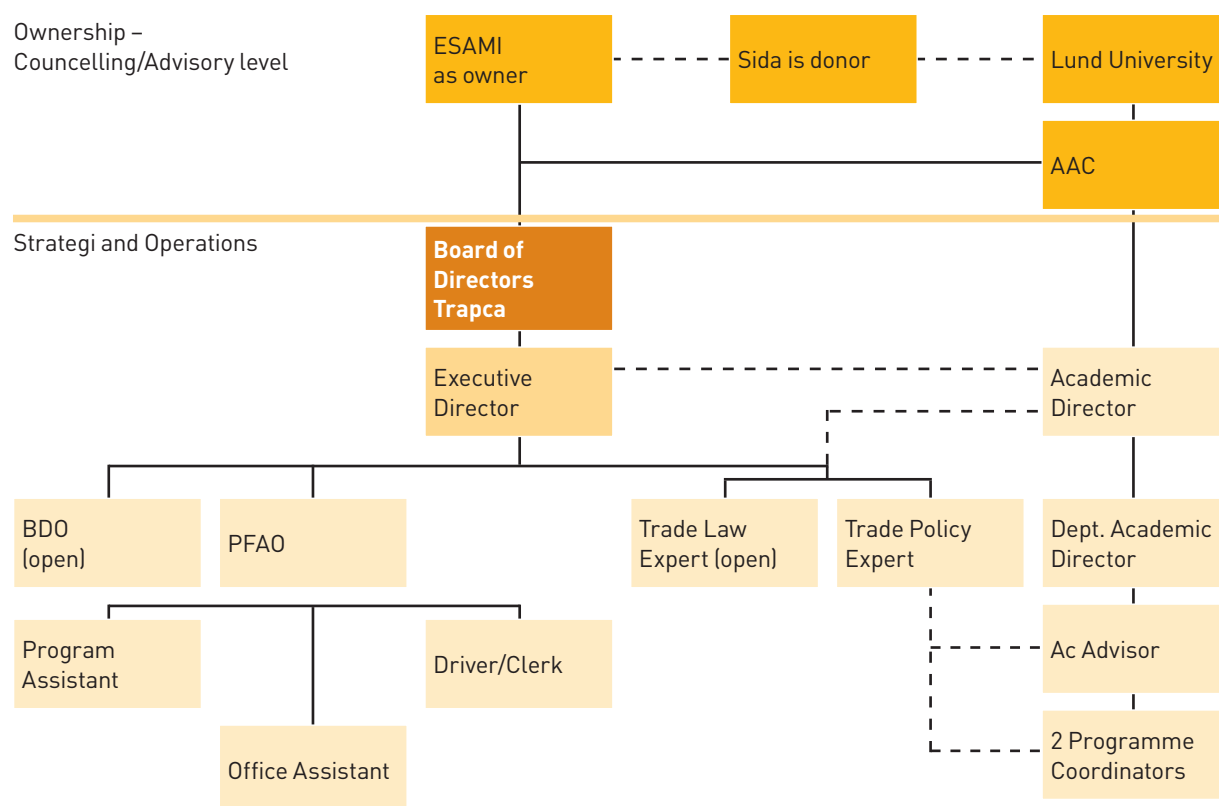
“DAC Evaluation Standards”, DAC Evaluation Network, March 2006

Annex 4 Original and Present Logical Framework Matrix

	Intervention logic	Indicators	Means of verification	Assumptions
Overall objective	Poverty reduction through improved integration in the world economy by LDCs and low income sub-Saharan countries	<p>Reduced poverty in African LDC and low income in sub Saharan countries</p> <p>Increased economic growth in LDC and low income sub Saharan African countries</p> <p>Increased exports from LDC and low income sub Saharan Africa countries.</p> <p>Increased participation from LDC and low income sub Saharan African countries in international forums focusing on international trade.</p>	<p>Official statistics on poverty, growth and trade.</p> <p>Number of participants from LDCs and low income sub Saharan African countries, number and status of inputs by African representatives in the meetings.</p>	<p>Have increased understanding of trade policy issues.</p> <p>Greater involvement in world trade leads to development and poverty reduction</p>
Programme objective	Increased knowledge/skills in trade policy among LDCs' and sub-Saharan stakeholders through the establishment of a trade policy training centre	The knowledge and skills regarding trade policy within the target group for the programme (LDC and low income sub Saharan African stakeholders) is increasing on an annual basis	A survey will be conducted that measures the knowledge and skills among LDC stakeholders. The first survey will be conducted at the start of the programme and serve as a base line.	Government and private sector staff in decision making positions will acquire trade policy skills and apply them in development policy work
Planned results				
Output 1	At least 300 trained private sector and government LDCs' and low income sub Saharan Africa representatives and trained negotiators annually.	<p>Average 18 short courses with some 20 participants annually.</p> <p>At least 80% of the participants shall consider the quality and usefulness of the training as "good" or "very good".</p>	User survey to all participants in the training courses, including questions on quality and usefulness of the training provided.	Trained persons will work in government and private sector in trade related positions

Annex 5 Trapca Present Organisation Diagramme

(the Evaluators' depiction)



Recent Sida Reviews

2009:15 Support Mechanism for Indigenous People in Guatemala "OXLAJÚJ TZ'IKIN", 2005–2008

Thorbjörn Waagstein, María Quintero
Sida

2009:16 Sida Evaluation of the Foundation Propaz, Guatemala

Stefan Jansen, Mayra Barrios
Sida

2009:17 Rights and Responsibilities; the Environment of Young People's Sexual and Reproductive Health

Kim Forss, Margareta Larsson, Tara Sharma
Sida

2009:18 Support to Trade Promotion and Export Development in Vietnam

Thierry Noyelle, Tran Nhu Trang
Sida

**2009:19 Boosting HIV/AIDS Programming in Civil Society Development Cooperation
Sida's Special Support for NGO projects addressing HIV/AIDS 2004–2006**

Per-Ulf Nilsson, Katja Jassey
Sida

2009:20 Sida Support to the Environmental Advocacy NGOs in Kenya, Final Report

Charles Lwenya Amuyunzu
Sida

2009:21 The Diversion Program in Kenya

S. K. Rutere, C. M. Kiura
Sida

2009:22 Proyecto de Modernización y Agenda Legislativa del Congreso en Guatemala, 2005–2008

Thorbjörn Waagstein, Claus Thure Hastrup
Sida

2009:23 Proyecto Fortalecimiento de los Mecanismos Representativos y Participativos del Sistema Político en Bolivia 2007–2008. Informe de la Evaluación Final

Eduardo Ballón Echegaray
Sida

2009:24 Exigencia de Derechos y Promoción de la Participación Ciudadana de Personas Mayores vulnerables en Bolivia

Silvia Salinas M.
Sida

2009:25 Proyecto del Fortalecimiento e Institucionalización del Modelo Transectorial de atención a los Adolescentes

Mario Galindo
Sida

2009:26 Evaluación Externa de la Implementación del Programa de Atención, Asesoramiento y Fortalecimiento a la Gestión Municipal y Control Social en Bolivia

Carlos Romero, José Waldo Castro, Hugo Arévalo, Nelson Machicao
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TRAPCA – TRADE POLICY TRAINING CENTRE IN AFRICA

Active participation in international trade contributes to economic growth which is a prerequisite for developing countries' possibilities to reduce poverty. To strengthen the LDCs' capacity in the area of trade policy, Sida supports the establishment of Trapca – Trade Policy Training Centre in Africa – in Arusha, Tanzania. The institution provides vocational and academic training in trade policy through a Masters Programme and short courses. The programme is implemented as a partnership between the pan-African intergovernmental organization ESAMI and Lund University. The overall conclusion of the Mid term Review, carried through in April 2009, is that the Trapca programme is needed in an LDC and SSA developing context. The Trapca institution is found to be generally well managed and activities are executed on time and at costs.

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