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Sida Decentralised Evaluation

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Evaluation of the trade policy training centre in Africa (trapca)

Final Report

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**Final Report
July 2018**

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Mark Pearson**

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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.

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Table of contents

Abbreviations and Acronyms	6
Preface.....	8
Executive Summary.....	9
1 Introduction.....	14
1.1 Background and Rationale	14
1.2 Evaluation Purpose and Objectives.....	14
1.3 Evaluation Object and Scope	15
1.4 Evaluation Questions.....	16
2 Methodology	18
2.1 Overall Approach.....	18
2.2 Selection and Application of Evaluation Criteria	18
2.3 Means of Data collection	18
2.4 Process of Analysis and Developing Conclusions	20
2.5 Ethics and Participation	21
2.6 Limitations	21
3 Overview of trapca.....	22
3.1 History and Context.....	22
3.2 Intervention Logic	22
3.3 Programme Governance and Management.....	24
3.4 Budget.....	24
4 Findings.....	26
4.1 Relevance and Demand for Courses.....	26
4.2 Programme Quality and Delivery.....	33
4.3 Results	35
4.4 Governance and Management	40
4.5 Financial Delivery, Cost Efficiency and Sustainability.....	46
4.6 Cross-cutting issues	54
5 Proposed Sida exit strategy.....	58
6 Conclusions	62
7 Recommendations.....	64

7.1 Recommendations to Sida	64
7.2 Recommendations to trapca.....	65
7.3 Recommendations to ESAMI.....	66
Annex 1 – Terms of Reference.....	68
Annex 2 – Evaluation matrix	74
Annex 3 - Documentaion.....	79
Annex 4 - Interviewees	82

Abbreviations and Acronyms

AAC	Academic Advisory Council
ACWL	Advisory Centre on WTO Law
AfDB	African Development Bank
ARM	Annual Review Meeting
AU	African Union
CFTA	Continental Free Trade Agreement
COMESA	Common Market for Eastern and Southern Africa
DAC	Development Assistance Committee
DFID	Department for International Development
DSA	Daily Subsistence Allowance
EAC	East African Community
ECOWAS	Economic Community of West African States
EDF	European Development Fund
ESAMI	Eastern and Southern Africa Management Institute
ICTSD	International Centre for Trade and Sustainable Development
ITTC	Institute for Training and Technical Cooperation
LDC	Least Developed Country
LIC	Low Income Country
LUSEM	Lund University School of Economics
MIS	Management Information System
MSc	Master of Science
MTR	Mid-Term Review
MoU	Memorandum of Understanding
NGO	Non-Governmental Organisation
OECD	Organization for Economic Co-operation and Development
RAF	Results Assessment Framework
REC	Regional Economic Community
SADC	Southern Africa Development Community

ACRONYMS

TFA	Trade Facilitation Agreement
TFF	Trade Facilitation Facility
ToC	Theory of Change
TMEA	TradeMark East Africa
Tralac	Trade Law Centre
trapca	trade policy training centre in Africa
UNCTAD	United Nations Conference on Trade And Development
UNECA	United Nations Economic Commission for Africa
USAID	United States Agency for International Development
WTO	World Trade Organization

Preface

This evaluation was contracted by the Swedish International Development Cooperation Agency (Sida) through the Framework Agreement for Evaluation Services, and conducted by FCG Sweden.

The Evaluation Team consisted of the Team Leader Jonas Lövkrona, working with Mark Pearson. The report was quality assured by Eva Lithman and the Project Manager was Johanna Lindström at FCG Sweden.

Executive Summary

trapca was established in 2006 as a joint initiative of the Eastern and Southern Africa Management Institute (ESAMI) in Arusha, Tanzania, and Lund University School of Economics and Management (LUSEM). Funded mainly by Sida, trapca seeks to build and enhance the trade policy, trade law and trade facilitation capacity of Sub-Saharan Least Developed Countries (LDCs) and Low-Income Countries (LICs). The core activities consist of a MSc programme accredited by LUSEM, academic short courses, demand-driven executive courses, and policy dialogues.

Evaluation objectives, scope and method

The dual **objective** of the evaluation was to

- assess the relevance, efficiency, effectiveness, impact and sustainability of trapca, and
- provide recommendations for continued Sida funding in a possible fourth phase.

The evaluation **covered five years** (2013-2017), corresponding to the final four years of Phase II of Sida support and the first year of Phase III. Guided by a set of evaluation questions, the **focus** of the evaluation was on:

- the overall relevance of trapca,
- education quality,
- implementation and delivery methods,
- governance and management capacity,
- institutional arrangements, and
- financial sustainability and cost-efficiency.

A **mixed method approach to data** collection was used, involving desk review, several on-line surveys of trapca stakeholders, interviews (remote and on-site in Arusha), a focus group discussion with students, and direct observation.

Relevance and demand for courses

The trapca/LUSEM MSc is greatly valued as a high-quality degree that is accessible to LDC and LIC nationals, with a bias towards female students in terms of the admissions policies. According to the survey of MSc graduates, the trapca courses are comprehensive and **relevant to their work and careers**. Their employers/supervisors similarly feel that the courses **meet the needs and priorities of their organisations**.

The course offering and **curriculum is continually updated** in response to global trends and the changing context in Africa, and involves a mix of theory and practical aspects. **Demand** for places at trapca courses has **remained high**. Apart from the fact that most participants are provided full scholarships, the high demand is due to:

- the useful course content,
- the accreditation of the MSc by LUSEM,
- trapca's good reputation, and
- trapca's location.

These are all reasons that make **trapca's MSc unique in Africa**. Sida's support to trapca is directly in line with the Strategy for Sweden's Regional Development Cooperation in Sub-Saharan Africa 2016-2021.

Programme quality and delivery

An overwhelming majority of MSc graduates perceive that the **quality of courses and lecturers is high**. Positive feedback is received on teaching approaches and techniques. The facilities at the ESAMI campus are given a more mixed but generally favourable rating. The high education quality is mainly attributed to:

- the academic support and quality assurance of LUSEM, and
- the success of trapca in mobilising internationally well-known lecturers.

When trapca started to offer the MSc, it accepted entry on the basis of the quality of the first degree. However, after four years, it was decided that all students need to take pre-requisite courses, so, in 2012, three pre-requisite courses (300 series) were introduced, as on-site taught courses. In 2017, trapca replaced these courses with courses (400 series) offering a mix of distance learning and face-to-face pre-requisite courses. In 2018, there was a full change over to **e-learning** for the foundation and intermediate level courses. These e-learning courses are delivered via Moodle, which is a free, online learning management system. While this shift to e-learning courses has **contributed to cost-savings, its implications for the quality of courses is too early to assess**.

Results and impact

At the end of 2017 a total of 195 trapca students have been enrolled as MSc students by the LUSEM. Of these 195 students, **156 have been awarded a MSc** from LUSEM and 39 remain registered and enrolled and in the process of completing their MSc degree. The total number of pre-requisite student modules taught has been 1,011, with a pass rate of 83 percent. In total, 1,964 student MSc modules have been taken with an **average pass rate of 97 percent**, which is a very good result. The impact of the courses is primarily reflected in the **active involvement of MSc graduates in trade matters**, including analysis and research, debates, policy

development and trade negotiations. Employers/supervisors feel that the courses have met their expectations and that participants' **performance at work has improved**, which the organisations have benefitted from. While trapca tracer studies capture some data at the outcome level, the indicators defined focus on the usefulness of the courses for individuals and **do not capture progress made towards programme and development objectives**.

Governance and management structures

trapca's governance structure and management set-up is made up of the Board, Academic Advisory Council (AAC), and the Executive Director and his team. The evaluation suggests that the **governance system is unnecessarily resource-intensive** and that the need for a separate trapca Board should be reconsidered. The AAC brings value-added, especially in terms of curriculum development, but its inputs are restricted to a half-day meeting in Geneva per year. While trapca's management team is lean, **academic and administrative tasks are not efficiently distributed** among staff, leading to high opportunity costs. Trade experts could spend more time on tasks of an academic nature, including activities that have the potential of raising revenue for trapca.

Institutional arrangements

The set-up of trapca as an autonomous centre within ESAMI has its **benefits and disadvantages**. The options of turning trapca into a separate legal entity or fully embedding the programme in ESAMI's structure neither seem feasible nor desirable under current circumstances. LUSEM has played a **critical role in providing academic support and quality assurance**. At the same time, LUSEM remains heavily involved in the general management of trapca, which gives rise to **ownership and accountability issues**. There is a need for more clearly defining roles and responsibilities within the relationship between ESAMI, trapca and LUSEM.

Financial delivery, cost-efficiency and sustainability

Financial delivery has generally been **satisfactory**, indicating good budget discipline and monitoring. For most years, variances between budgets and actuals have been kept at acceptable levels. trapca has taken several measures to **reduce costs**, money that has been invested in additional courses and scholarships. Yet, **operational expenses remain high** making it difficult to argue with certainty that trapca is providing value-for-money to Sida. After 12 years, trapca remains **almost exclusively dependent on Sida's contribution**. Efforts to diversify the income base have been insufficient and lacked strategic focus. Addressing this issue should be the top priority of trapca.

Cross-cutting issues

- trapca's admission and scholarship policy give preference to qualified **women**. Female participation in courses has generally been higher than can be expected given the gender imbalance in trade-related employment. While trapca runs a course on Trade and Gender, **no concerted efforts** have been made to **integrate gender considerations** in other courses. Women's participation in the governance and management of trapca **remains low**.
- As reflected in a policy statement, trapca has an ambition to **promote environmental sustainability** through programmes and operations. Several short-courses have addressed this topic and the shift from on-site courses to e-learning is deemed to have reduced trapca's carbon footprint.
- trapca is not designed through a rights-based approach. While the practice of uploading annual and financial reports to the trapca website promotes **transparency**, there is a lack of consistency in how financial data is presented and the award of scholarships could be further clarified.. **Accountability** structures are blurred due to overlapping roles and responsibilities in the governance and management of trapca.
- There is no evidence of **conflict sensitivity** being mainstreamed or in other ways treated as a cross-cutting issue in trapca's courses and other activities. At the same time, the presumed key outcome of improved trade policies is **relevant to conflict resolution and prevention**. This is especially the case when MSc graduates come from, and continue to work in, countries that are in conflict and which have just come out of conflict.

Conclusions

The report concludes that trapca remains a **relevant** undertaking. Courses are responsive to the needs of the target group, employers/supervisors, and countries at large, and the objectives are well-aligned with Sweden's regional development cooperation strategy. **Efficiency** is high in terms of the quality of education and, increasingly, implementation and delivery methods, but more could be done to reduce costs and streamline governance and management arrangements. Programme **effectiveness** is not easily evaluated given that outcome indicators are not systematically reported on and do not add up to the full scope of outcome statements. While evidence suggests that courses have contributed to stronger performance both at the individual and organisational level, there is no discernible **impact** on trade, economic development or poverty reduction. **Sustainability** is deemed to be low given that capacity building has been limited to individuals and that trapca remains heavily dependent on Sida funding.

Recommendations

As detailed in Chapter 8, the report provides a set of recommendations to Sida, trapca

and ESAMI. It is proposed that an **exit strategy for Sida funding** of trapca is developed in the form of a comprehensive **trapca Business Plan**. The Business Plan should outline how to further reduce costs and provide realistic options for raising revenue while maintaining the core function of trapca, i.e. to provide the MSc course to LDC and LIC participants, with preference given to women, at subsidised rates. A number of suggestions are given to this end. Other recommendations mainly pertain to the need for enhancing:

- governance and management structures,
- financial accounting, reporting and overall transparency,
- M&E systems,
- gender mainstreaming,
- synergies with other programmes and projects, and
- ESAMI's contribution.

1 Introduction

The trade policy training centre in Africa (trapca) was established in 2006 as a joint initiative of the Eastern and Southern Africa Management Institute (ESAMI) in Arusha, Tanzania, and Lund University School of Economics and Management (LUSEM). Funded mainly by Sida, trapca seeks to build and enhance the trade policy, trade law and trade facilitation capacity of Sub-Saharan Least Developed Countries (LDCs) and Low-Income Countries (LICs).

1.1 BACKGROUND AND RATIONALE

The evaluation is mandated by the specific agreement between Sida and ESAMI for the period 2017-2018. It was guided by the Terms of Reference developed by Sida in consultation with ESAMI/trapca and LUSEM, dated 19 December 2017 (Annex 1).

1.2 EVALUATION PURPOSE AND OBJECTIVES

As indicated by the Terms of Reference, the evaluation is commissioned for accountability as well as learning purposes. In addition to assessing past performance, it should create space for reflection and discussion between the intended users – i.e. Sida, represented by the Regional Section of the Embassy of Sweden in Addis Ababa, the trapca management team¹ and LUSEM.

The overall objectives of the evaluation were to:

- Assess the relevance, efficiency, effectiveness, impact and potential sustainability of trapca;
- Provide recommendations for continued Sida funding in a possible fourth phase.

¹ trapca's "management team" should be understood as the staff members of the trapca office in Arusha. Although LUSEM and particularly the Academic Director is also involved in the management of trapca, LUSEM's role and inputs are accounted for separately.

1.3 EVALUATION OBJECT AND SCOPE

The mission and overall objectives of trapca have essentially remained the same since the centre was established in 2006. In the Programme Document for Phase III (2017-2021), the long-term and medium-term programme objectives are formulated as follows:

“Improved possibilities for all sub-Saharan African LDCs and LICs to benefit from integration into the world economy through enhanced international and regional trade, which will contribute to sustainable growth and poverty reduction”.

“Improved capacity in LDCs and low-income countries in sub-Saharan Africa to develop more efficient trade policy, trade law and trade facilitation strategies and implementation of negotiated trade outcomes”.

trapca’s core activities consist of:

- a Master’s programme in trade policy, trade law and trade facilitation (accredited by LUSEM)
- a range of prerequisite short courses in the above mentioned areas
- demand-driven executive courses (not financed by Sida)
- annual conferences/policy dialogues

The target group is defined as “those who are involved in trade-related activities in their capacity as officials, executives or members of relevant ministries and government agencies, parliamentary institutions, universities, business and civil society organisations in LDCs and other low income sub-Saharan African countries”. The admission and scholarship criteria give preference to female applicants.

This evaluation covers the final four years of Phase II (2013-2016) and the first year of Phase III (2017) of trapca and Sida funding. In line with the Terms of Reference, the evaluation has focused on the following areas and issues:

- The relevance of trapca, as assessed based on the demand for education/training, the results achieved, and impact;
- The quality of education provided;
- Implementation and delivery methodologies (e-learning, on-site courses at trapca, in-country courses);
- Governance and management capacity (organisational set-up, roles and performance of management, Board, and Academic Advisory Committee);
- Institutional arrangements, relations and roles (trapca/ESAMI, trapca/LUSEM), and;
- Financial matters (financial sustainability, funds budgeted and spent, cost structure, value for money).

1.4 EVALUATION QUESTIONS

The evaluation has been guided by the evaluation questions set out in the Terms of Reference, further elaborated on in the Inception Report², and reproduced in Table 1.

Table 1 Evaluation questions

Criteria	Evaluation questions
Relevance	- Is trapca meeting an important need and demand? Is the demand high, and if so, why? To which extent has the project conformed to the needs and priorities of beneficiaries (students, employers, economy)? - Are there any alternative providers of an education of a similar character and quality? What can trapca offer that other similar organisations/programmes cannot? - To which extent does the project comply with, and contribute to the aims and goals expressed in the Strategy for Sweden's regional development cooperation in Sub-Saharan Africa 2016-2021?
Efficiency	- Is the admission process of students, and awarding of scholarships efficient and transparent? Are relevant targets groups trained? - Is the quality of education adequate? How appropriate are the implementation and delivery methodologies (e-learning, on-site courses, in-country courses)? What is the value added of the annual conferences and policy forums? - Can the costs for the project be justified by its results? Does trapca provide value for money (to the funders and to the students and their (prospective) employers)? - Is the organisation efficiently run? How appropriate is the governance (and management) structure and capacity (organisational set-up, roles and performance of management, board, and academic advisory committee)? - How appropriate are the institutional arrangements, relations and roles in the programme (trapca/ESAMI, trapca/LUSEM)? Are there any links with other similar programmes and could these be more efficiently exploited?
Effectiveness	What are the results of the project? To which extent has the project contributed to intended outcomes? If so, why? If not, why not?
Impact	What is the overall impact of the project in terms of direct or indirect, negative and positive results? Are any results of its education and training discernible in the trade policy matters of the participants'/students' countries? Has the project contributed to poverty reduction? How?
Sustainability	- How financially sustainable is trapca? - Is it likely that the benefits of the project are sustainable? - In what way, if at all, should Sweden continue providing financial support to trapca, and in what form? How can trapca decrease its reliance on Swedish funding? What could an exit plan for Swedish funding look like?
Cross-cutting issues	<u>Rights perspective</u> - What policies and procedures are in place in trapca to prevent/counteract discrimination based on ethnicity, nationality, age, gender, race, economic condition, disability and religion? - Is information about the programme, including admission and scholarship procedures, financial data, etc., available and accessible by key stakeholders? - How adequate are the existing reporting mechanisms and tools and the overall programme control environment?

² FCG (2018). *Evaluation of trapca (trade policy training centre in Africa), Tanzania. Inception Report*. 12 February 2018.

Criteria	Evaluation questions
	<u>Conflict sensitivity</u> • To what extent is the relationship between trade, conflict and peace reflected in training curriculum and policy dialogue agendas? <u>Gender equality</u> • Has trapca managed to ensure a good gender balance in training courses, among staff, lecturers, etc.? • To what extent have gender considerations informed trapca planning, management and monitoring? <u>Environment</u> • To what extent have training programmes and policy dialogues highlighted the agriculture, climate change, environment and trade nexus? • What policies and means are in place to minimise trapca's carbon footprint and ensure environmentally responsive and resource efficient processes?

2 Methodology

2.1 OVERALL APPROACH

The evaluation was conducted through a utilisation-focused approach. The intended users of the evaluation – Sida, trapca's management team and LUSEM – have had opportunity to provide comments and suggestions on the evaluation method and process as well as on the key deliverables (Inception Report, Draft Evaluation Report and Final Evaluation Report). The data collection phase has also been conducted in a participatory manner. Debriefings at each stage of the process have ensured ample space for reflection, discussion and feedback.

2.2 SELECTION AND APPLICATION OF EVALUATION CRITERIA

As shown in Table 1, the evaluation questions were categorised according to the OECD/DAC evaluation criteria of relevance, efficiency, effectiveness, impact and sustainability. The questions have been answered with the help of the Evaluation Matrix presented in Annex 2, which identifies indicators, methods and sources of data.

2.3 MEANS OF DATA COLLECTION

Data collection was carried out through a mixed-method approach involving desk review, several surveys, interviews (remote and on-site), a focus group discussion with students, and direct observation.

The desk review was conducted based on documents and data in the following main categories:

- Trapca programme documents (proposals to Sida);
- The agreements between Sida, ESAMI/trapca and LUSEM;
- Annual work plans and budgets;
- Annual narrative reports;
- Trapca mid-term reviews, systems-based audits, and impact assessments/tracer studies;
- Trapca policies, strategies and procedural documents;
- Trapca course statistics;

- Minutes of Annual Review Meetings (ARMs), Board meetings and the meetings of the Academic Advisory Council (AAC);
- Audited financial reports and trail balances;
- Sida policies and strategies, assessment memos, and studies.

A full list of documents collected and reviewed is presented in Annex 3.

Survey questionnaires were developed and administered (on-line) for trapca alumni, alumni employers and faculty members (lecturers). While there are various categories of alumni, the evaluation concentrated on MSc graduates, of which there were a total of 157. The main reasons for this were:

- MSc graduates were deemed to be most qualified to address the full scope of the questions to be asked;
- The recent focus of trapca is on providing on-site lectures to MSc students and use its e-learning platform for the foundation and intermediate courses (prerequisite courses);
- A survey of the MSc graduates was considered the most efficient and effective way to get data that is not included in previous (2013, 2016 and 2017) tracer studies and impact assessments.

The surveys were administered to all 157 MSc graduates, 42 alumni employers, and 56 faculty members. The response rates are presented in Table 2.

Table 1 Responses to evaluation surveys

Survey/responses	Total	Men	Women	# countries
MSc graduates	65	37	28	18
Supervisors/employers	15	10	5	11
Faculty members	24	19	5	14

Semi-structured interviews were conducted with a total of 42 key informants, identified through an initial stakeholder analysis and consultations with Sida, trapca management, and LUSEM. The Evaluation Team also held a focus group discussion with eight participants of one of the two courses that were on-going at the time of the visit to trapca/ESAMI. The participants in the focus group were selected with a view to ensure a balance between women and men, different nationalities, and participants working in both the public and private sector.

A breakdown of the number of interviewed people by stakeholder category is provided in Table 3³.

Table 2 Key informant interviews and focus groups

Category of informant	#interviewed
ESAMI/trapca staff members	8
Trapca governance body members	13
Faculty/lecturers	13
LUSEM staff members	4
Sida staff members (current and former)	3
Course participants	8
Other stakeholders	4

Direct observation was used as a complementary method to assess the quality of on-going courses, training and accommodation facilities, and the overall learning environment. The Evaluation Team sat in for a short while on two of the MSc lectures (one in French and one in English) that were being held at the time of the Evaluation Team's visit.

2.4 PROCESS OF ANALYSIS AND DEVELOPING CONCLUSIONS

In most cases, the mixed methods approach allowed for corroborating findings from two or more sources. The data was analysed through a deductive approach as follows:

- Organisation and labelling of data into similar categories (using the evaluation questions as a basis);
- Identification of patterns, associations and causal relationships (e.g. all stakeholders had similar concerns);
- Comparison of data collected against baselines;
- Examination of various explanations as to why a result has occurred;
- Interpretation of findings and making conclusions/recommendations, and;
- Testing of findings, conclusions and recommendations (e.g. through debriefings with intended users).

³ Some interviewees are recorded under more than one stakeholder category.

2.5 ETHICS AND PARTICIPATION

While contact details and suggestions have been provided by Sida, trapca's management team and LUSEM, there has been no undue influence on the selection of interviewees. As mentioned above, in line with the OECD/DAC Quality Standards for Development Evaluation, the intended users of the evaluation have had the opportunity to comment on all deliverables. The comments were addressed in a systematic manner, in a response matrix, and incorporated as appropriate.

2.6 LIMITATIONS

The key delimitations of the evaluation were identified during the inception phase and agreed on through the approval of the Inception Report. In line with the Inception Report, the impact criterion has been explored to a more limited extent than other criteria. This is partly due to the fact that trapca does not collect or report on data at this level, and partly because of difficulties to establish causal links between the trapca courses and changes in trade capacities at the organisational, institutional and country level.

Relatedly, sustainability has been mainly addressed from an institutional and financial perspective (i.e. trapca's dependence on external funding). The sustainability of competence developed among individuals can only be assumed, since no clear data is available on to what extent trained individuals have continued to work in a trade-related capacity and, if so, for how long.

Although a detailed assessment has been made of programme cost structure and cost allocation, the evaluation has not allowed for a systematic value-for-money analysis. This would either have required a comparison of trapca with a similar programme (which has not been found) or a cost-benefit analysis to understand whether benefits outweigh costs (which presupposes that benefits, i.e. the competence built among course participants, can be expressed in monetary terms).

3 Overview of trapca

3.1 HISTORY AND CONTEXT

trapca has its origins in the preparations for the third UN Conference on Least Developed Countries in 2001, when representatives of LDCs approached Sweden with a request for support in the area of trade policy capacity building. One of the capacity constraints identified by the LDCs was inadequate expertise in government departments and authorities involved with trade policy development and supporting international, regional and sub-regional trade negotiations.

The establishment of trapca was preceded by a long period of consultations and preparatory work. A pre-feasibility study was commissioned by Sida to explore the idea of creating a trade policy training centre anchored in a partnership between a Swedish university and an African educational institution. The study recommended Tanzania and the Eastern and Southern Africa Management Institute (ESAMI) as the geographical location and host institution, respectively, for the training centre. The Swedish partner was identified through a separate consultancy, and the choice eventually fell on the Lund University School of Economics (LUSEM). The concept of the training centre was further developed by ESAMI and LUSEM in a programme document, on the basis of which an agreement on Sida support was signed (Phase I). In August 2006 the first training course was held and, in December the same year, trapca was officially inaugurated.

While the overall purpose and objectives of trapca have remained the same over the years, a significant change was brought to its core activities in 2014 when Sida and ESAMI agreed to establish a Trade Facilitation Facility (TFF) within trapca. The initiative originated in a Swedish commitment made at WTO's ninth ministerial conference in Bali (2013) to promote the implementation of WTO's Trade Facilitation Agreement with a focus on LDCs. The TFF was designed as a separate project with its own agreement and reporting arrangements but placed under trapca's existing governance and management structure. The TFF was implemented from 2014 to the end of 2016, following which the courses were integrated with the existing MSc programme and short courses offering.

3.2 INTERVENTION LOGIC

The development and programme objectives and corresponding indicators for Phase

II and Phase III, as presented in corresponding programme documents, are presented in Table 4.

Table 3 trapca's development and programme objectives

Phase II	Phase III
Development objectives	
Poverty reduction through improved integration into the world economy in order to attain sustainable development by LDCs and low-income sub-Saharan countries. <u>Indicators:</u> Not defined	Improved trade policy development; improved efficiency of trade negotiations; increased opportunities for trade; improved trading conditions; improved conditions for women to benefit from international trade; enhanced regional trade integration and intra-African trade; improved conditions for a more sustainable economic development that addresses needs of target countries, and; poverty reduction in the targeted countries. <u>Indicators:</u> • Level of intra-regional trade flows • Number of target countries having ratified and notified TFA measures • Integration level of RECs • Progress in the establishment of the CFTA among target countries
Programme objectives	
Improved trade policy capacity in LDCs and low income sub-Saharan countries to develop trade policy strategies and negotiate more beneficial trade policy agreements thus contributing to increased international and regional trade. <u>Indicators:</u> • Trapca graduates/participants employed in LDCs' and low income African countries' ministries and official authorities • Trapca participants active in sub-Saharan African LDCs and LICs international and bilateral trade negotiations • Trapca graduates/participants active in LDCs' and low income African countries' trade policy research, academic debates, etc. • Trapca graduates/participants active in the area of trade policy in the private sector from sub-Saharan African LDCs and LICs • Trapca graduates/participants active in the area of trade policy in NGOs in the African LDCs and LICs	Improved capacity in LDCs and low-income countries in sub-Saharan Africa to develop more efficient trade policy, trade law and trade facilitation strategies and implementation of negotiated trade outcomes. <u>Indicators:</u> • Proportion of trapca participants active in sub-Saharan African LDCs and LICs' international and bilateral trade negotiations • Proportion of trapca graduates/participants active in sub-Saharan African LDCs and LICs trade policy research, academic debates and trade policy, trade law, trade facilitation and development • Proportion of trapca graduates active in sub-Saharan African LDCs' and LICs' trade analysis

3.3 PROGRAMME GOVERNANCE AND MANAGEMENT

The legal ownership of trapca rests with ESAMI, a regional, inter-governmental⁴ African training institute offering specialised management training, consultancies and research services. Branded as an autonomous centre within ESAMI, trapca has its own governance structure and management arrangements, made up of:

- A Board (formerly Steering Committee) that “sets and reviews trapca policies, monitors the centre’s fiscal solvency, and approved budget and work plans, audited accounts and major policy initiatives”⁵;
- An Academic Advisory Council that is “responsible for the quality of trapca’s academic programme, together with the Academic Director” and “contributes to the marketing of trapca”⁶;
- An Executive Director responsible for the day-to-day operations of trapca and leading a team of seven professional and administrative staff.

LUSEM is heavily involved in the governance and management of trapca as well as in all the academic aspects of the programme. Its staff inputs consist of an Academic Director (almost full-time), a Deputy Academic Director and five Academic Programme Coordinators (all part-time). The roles and responsibilities of ESAMI and LUSEM are established in a Memorandum of Understanding (MoU) between the two institutions as well as in their separate agreements with Sida.

3.4 BUDGET

trapca has received core support from Sweden/Sida on a continuous basis since 2006 and is almost entirely dependent on Swedish funding. The total Sida contribution to Phase I and Phase II amounted to SEK 109 million and SEK 145 million respectively. Phase III has an agreed budget of SEK 49 million. The table below presents a timeline of Sida funding of trapca during the period 2011-2018.

⁴ ESAMI is owned by ten member governments: Kenya, Malawi, Mozambique, Namibia, Seychelles, Swaziland, Tanzania, Uganda, Zambia, and Zimbabwe, although the countries themselves only contribute about 5% of the costs of ESAMI, the balance of funds being generated by ESAMI itself and through running of training programmes.

⁵ Trapca (2017). *Consolidation towards sustainability. Programme Document 2017-2021*.

⁶ Idem.

Table 4 Timeline of Sida funding of trapca

Agreements/contributions	Amount (SEK)	Date
Original agreement Sida/ESAMI 2011-2015	90,7 million	Apr 2011
Agreement Sida/Lund University	14,2 million	No date
Amendment to Sida/ESAMI agreement, top-up funding of students from LDCs	2,3 million	Jan 2013
Amendment to Sida/ESAMI agreement, study on intellectual property rights	-	Mar 2013
Amendment to Sida/ESAMI agreement, establishment of Trade Facilitation Facility – Inception phase	3,4 million	Mar 2014
Amendment to Sida/ESAMI agreement, implementation of Trade Facilitation Facility 2014-2016	16,6 million	
Amendment to Sida/ESAMI agreement, extension of Phase 11 to Dec 2016	17,5 million	Apr 2016
Specific Agreement Sida/ESAMI 2017-2018	43,7 million	May 2017
Service Purchase Agreement Sida/Lund University 2017-2018	5,2 million	Jun 2017

4 Findings

4.1 RELEVANCE AND DEMAND FOR COURSES

4.1.1 Relevance of the MSc to LDC and LIC needs

As elaborated on in Chapter 3.3, the evaluation included several on-line surveys of trapca stakeholders, including one of MSc graduates and one of their employers/supervisors.

Table 6 shows the results of the survey of **MSc graduates** where the graduates were asked to rate the MSc course content. Of the 67 respondents, an **overwhelming majority (93 percent) rated the course content as very good**. The **relevance of the course to the work and career** of MSc graduates – and their participation in trade related activities – was also rated as **very good or good by most respondents**. The least favourable responses were given to the question of whether the course had helped graduates to become more actively involved in international and bilateral trade negotiations, but also on this topic the answers were generally positive with more than half of the respondents rating the course as relevant from this perspective.

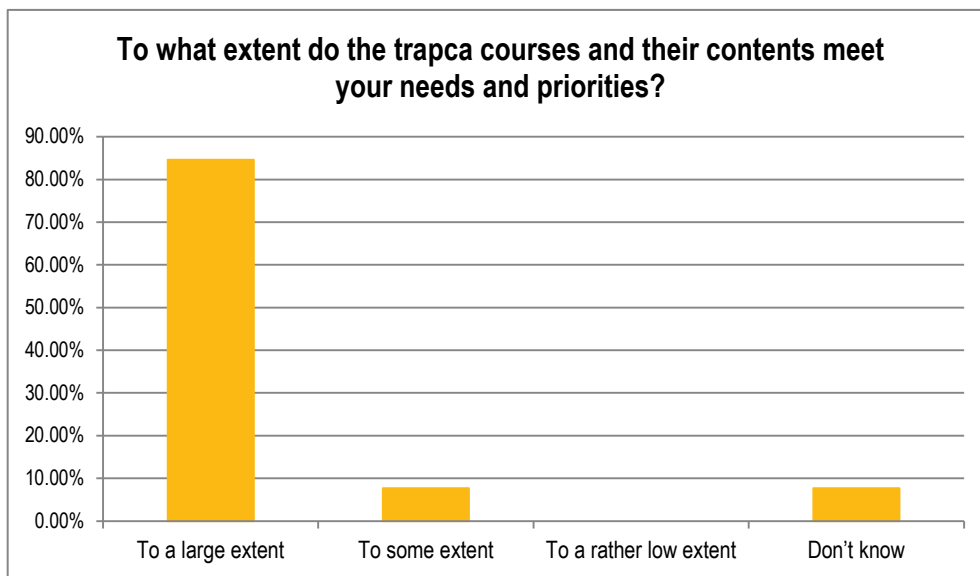
Table 5 Results of survey of MSc graduates

Questions	Respondents	Very Good	Good	Average	Poor	Very Poor
In general, how would you rate the course content?	67	93%	7%	0	0	0
The course was very relevant to my work and career	55	78%	18%	4%	0	0
The course covered all the main topics	57	61%	36%	3%	0	0
The course has helped me to become more actively involved in international and bilateral trade negotiations	56	52%	18%	25%	5%	0
The course has helped me to become more actively involved in policy research, academic debates, trade policy, trade law, and trade facilitation development	59	61%	34%	5%	0	0
The course has helped me to become more actively involved in trade analysis	60	67%	27%	6%	0	0

The responses to these questions mirror the results of previous tracer surveys conducted/commissioned by trapca in 2013, 2016 and 2017⁷. In the 2017 survey⁸, 88 percent of the respondents answered that the courses were overall relevant⁹ and 94 percent that the courses were relevant to their current job position and responsibilities. Seventy-eight percent of the respondents felt that their work environment is conducive to skills and competence utilisation. Similarly, in the 2016 tracer survey¹⁰, conducted by an external consultancy company, between 65 and 78 percent of respondents (depending on the topic of the course) answered that that he curriculum was very relevant.

In the survey of **employers**, more than 80 percent of the respondents answered that **the courses and their contents meet their needs and priorities**. According to the respondents, the main reason why the employers sent their employees to trapca was because they felt that the courses are relevant to their organisations' work and priorities.

Figure 1 Results of survey of alumni employers



⁷ These surveys were not limited to MSc graduates.

⁸ trapca (2018). *Draft Tracer and Needs Survey Report*. The report is based on the answers of 198 respondents, including 138 alumni and 60 alumni employers/supervisors, from 26 countries in Sub-Saharan Africa.

⁹ 47 percent indicating that the courses were relevant to a very high extent, 29 percent to a high extent and 12 percent to some extent.

¹⁰ Imani Development (2016). *Trapca Impact Assessment. Final Report*. The report is based on the answers of 483 alumni.

The survey of **trapca faculty members** (lecturers) shed some further light on how the course content and curriculum is kept **relevant to the global discourse and the changing context in Africa**. The answers included:

- “I am not only an African but have also been in charge of the analysis of the trade policies of the African countries for more than 20 years.”
- “My lectures draw on African experiences, and all practical exercises are based on African economies.”
- “Teaching methods are based on interactive lectures, with brainstorming and discussions illustrated with real-world examples/case studies, focussed on the African situation.”
- “My lecture notes incorporate current case studies in Africa and student groups work share experiences from their individual countries.”
- “I use case studies and experiences of the region and their policy stands in context of regional and WTO negotiations.”

These statements are supported by individual interviews with lecturers, members of the Academic Advisory Council (AAC), and representatives of the trapca management team and LUSEM. As further discussed in Chapter 4.4.2, one of the key tasks of the AAC is to review and updated the course curriculum to ensure that it remains relevant.

4.1.2 Demand for places

Table 7 shows the number of applications to different types of trapca courses and the corresponding intake/attendance. The number of people applying for courses is **consistently higher than the number of places that are available**. A similar trend can be detected in 2017 and 2018.

Table 6 Applications vs. admission/attendance in trapca courses¹¹

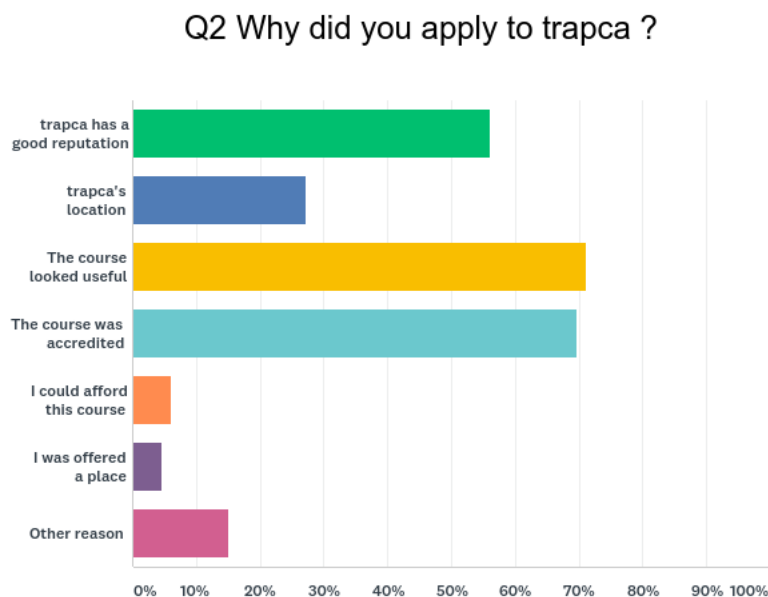
Applications and Attendances	2016			2015			2014			2013		
	Foundation/ CTD	Specialised Courses	Advanced Courses	Foundation/ CTD	Specialised Courses	Advanced Courses	Foundation/ CTD	Specialised Courses	Advanced Courses	Foundation/ CTD	Specialised Courses	Advanced Courses
Applications	63	588	531	252	296	499	140	402	546	243	721	437
Attendance	33	552	300	141	223	229	94	281	283	137	261	288

¹¹ Source: trapca Annual Reports

As indicated by the trapca tracer studies, the surveys of the MSc graduates done for this evaluation and from interviews conducted with students currently on the MSc course, the MSc course is greatly valued for its **accessibility to students from LDCs/LICs and to female students**. What was not as clear was whether the students valued the MSc course on its own merits and were not applying simply because it was “free” to them. The universal response has been that the trapca MSc is highly valued by all stakeholders – by the students themselves; by donors and IFIs (many trapca graduates end up managing and contributing to donor-financed initiatives); by governments (many trapca graduates are trade negotiators in Geneva, or work on the EU-EPA agenda or are negotiators on regional trade agreements); and by private sector employers.

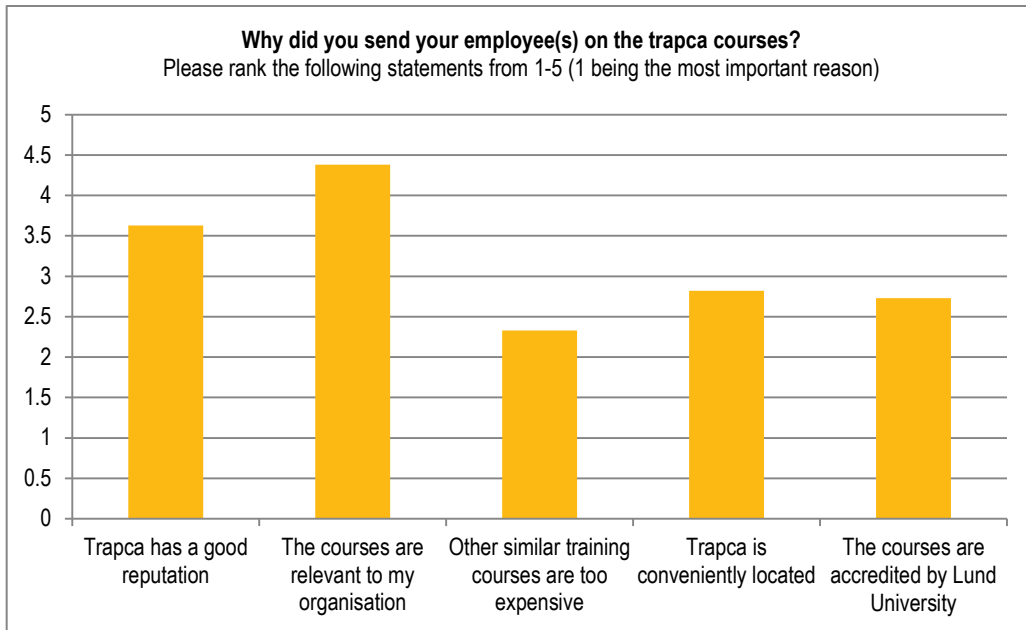
Figure 2 shows that reasons given by MSc graduate respondents as to why they applied to trapca. A majority of the respondents indicated that they applied because the course looked **useful** (71 percent), the course was **accredited by an internationally reputable university** (70 percent), and that trapca has a **good reputation** (56 percent). trapca’s location was felt to be an important factor by 28 percent of the respondents.

Figure 1 Reasons for applying to trapca



These answers were in line with the reasons given by the students participating in the focus groups discussion with the Evaluation Team, and largely conform with the answers given by employers/supervisors, as shown in Figure 3 below. Interestingly, the employers/supervisors valued the reputation of trapca above the fact that the MSc was accredited by Lund University, which is a good sign for trapca as it develops its own brand.

Figure 2 Reasons for sending employees to trapca



4.1.3 Alternative education providers

The closest product to trapca in Africa is probably the qualifications offered by **tralac** (Trade Law Centre). Based in Stellenbosch, South Africa, tralac is a not-for-profit organisation aiming at developing trade-related law and policy capacity, with a focus on East and Southern Africa. tralac provides technical analysis (largely in the form of publications, trade data briefings and the promotion of public dialogue), and training through workshops and other events.¹²

One major difference is that tralac **does not have a MSc course**¹³ and **does not have a similar link as trapca does with a university**. tralac has experimented with trying to become a tertiary institution itself as well as establishing a link with a university so that it can offer accredited post-graduate courses, but this has been difficult to achieve and tralac will now offer certificates in its own right.

¹² Saana Consulting (2018). *Mid-Term Evaluation of Sida's Support to the Trade Law Centre (Tralac). Final Report.*

¹³ tralac has, for many years, been trying to decide whether it should become a registered tertiary institution in its own right; whether it should continue to offer tertiary courses that are accredited by other universities (tralac offered University of Cape Town Masters courses for many years) or whether it should simply offer its own qualifications. As of this year tralac, which is also supported by Sida, has decided to offer its own courses accredited by tralac.

There are also **universities in Africa** that provide post graduate courses in development economics and also post graduate courses in trade law, usually combined with commercial law, but these are **purely academic courses** and most are not available to professions who are also in full-time employment. These courses also tend to be out of the reach of most professionals who work in LDCs and LICs because:

- all students need to compete for scholarships and/or bursaries on merit, without preferences given to students from LDCs/LICs;
- scholarships and bursaries usually do not cover the full costs of course attendance;
- the courses are longer and require full-time participation;
- course fees are obviously higher (as students on the trapca MSc from LDCs and LICs get free places).

In addition, there are **short courses leading to post-graduate qualification** in trade topics, such as the post-graduate course offered by the University of Adelaide and financed by Australia. However, this is again a **completely different product** to that offered by trapca. While WTO offers what is essentially post-graduate training in WTO trade law and WTO modalities, these courses are, like tralac's, not accredited by an internationally reputable university.

From the above follows that the **trapca MSc is unique**, at least in Africa, in the following ways:

1. It offers a **MSc in trade law and trade policy** that is **accredited by an internationally reputable university**, and which is closely geared to the needs of African LDCs and LICs;
2. The close **relationship with Lund University**. As elaborated on below, LUSEM is involved in the setting of the curriculum for the MSc in the selection of students, the vetting of lecturers, the marking of the final exams, and in overall quality assessment;
3. The delivery of the MSc through an **e-learning platform and on-site courses**. This delivery mechanism, plus the fact that all lecturers are “guest” lecturers, and sourced from other institutions, is unique in Africa (see Chapter 4.2.2);
4. The **quality of the lecturers**. The Evaluation Team was availed of a list of all the lecturers that were used to teach on the MSc programme and many of them are internationally well known;
5. The close **relationship with ESAMI**. trapca benefits from the back-up and support that ESAMI provides and ESAMI benefits from the international reputation the link with Lund University brings to the institution, plus the link with Sida;
6. The **curriculum**, which is being kept relevant to African requirements, as

indicated above;

7. The **cost** of a trapca course to the student, ranging from being free to USD 8,000¹⁴, which is a result of the geographical location of trapca, support from ESAMI, availability of scholarships to LDC and female students and core funding from Sida to trapca.

4.1.4 Alignment with Sweden's regional development cooperation strategy

One of the key expected results of the Strategy for Sweden's regional development cooperation in Sub-Saharan Africa 2016-2021 is "strengthened opportunities for increased economic integration and trade". The Strategy identifies several stumbling blocks for economic integration and trade, including lack of information about existing regional agreements, inadequate legal frameworks, and unwieldy trade procedures – **issues that are addressed by trapca**. As per the Strategy, Sweden should help enhancing conditions for regional economic integration and trade through a holistic approach, taking into account effects on environment, climate, gender equality and poverty reduction. These crosscutting issues are also addressed by trapca, although to a varying extent.

What is not especially clear is how Sida and trapca live up to the ambition of the Strategy to create **complementarities and synergies among regional projects and between them and global and national projects**. While some tralac staff have lectured at trapca in the past and trapca staff attended tralac's annual conference in 2018, there has been very limited formal cooperation between trapca and other organisations and programmes (such as tralac)¹⁵, let alone clear linkages to projects supported by Sida as part of the bilateral cooperation with countries in the region (Liberia, Tanzania, Kenya, Uganda). The latter would be especially called for to ensure that the training of individuals provided by trapca is complemented by organisational and institutional support at the national level.

¹⁴ The figure of USD 8,000 comes from trapca management and the Evaluation Team is not privy to how this was calculated. To be able to calculate the true cost of a MSc programme one would need to calculate the combined costs of all of the modules that need to be taken and, as these to get a masters. In doing this one would need to assess what costs should be included in the MSc (such as administrative overheads).

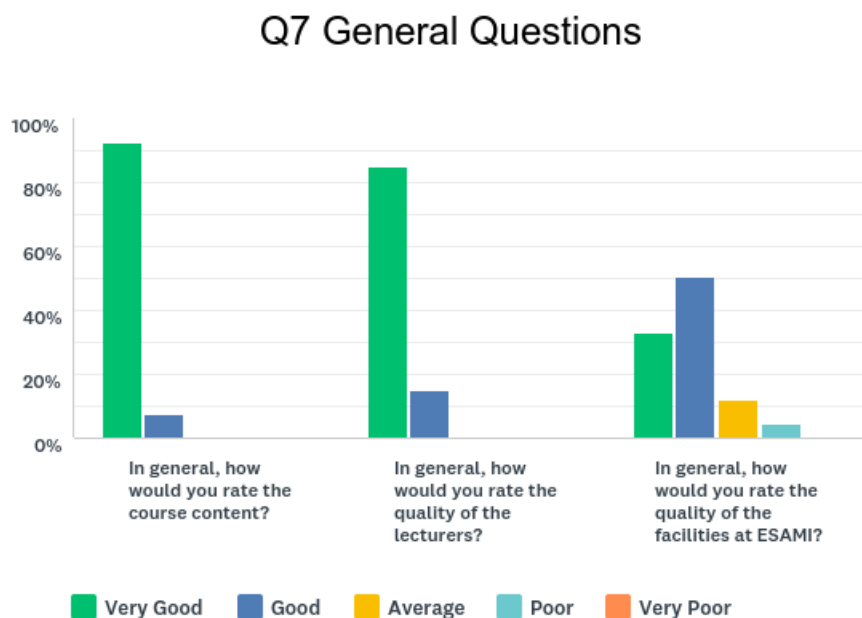
¹⁵ trapca reportedly has MoUs with two other projects funded by Sida, i.e. CUTS under the PACTE-EAC Project and EAGC.

4.2 PROGRAMME QUALITY AND DELIVERY

4.2.1 Education quality

As shown in Figure 4, an overwhelming majority of respondents to the **MSc graduates** survey feel that the **course content and the quality of lecturers is very good** (93 percent and 85 percent respectively). The learning environment, i.e. the quality of the facilities at ESAMI receives a more mixed, but overall favourable, rating with 51 percent of respondents answering that the facilities are “good”, 33 percent answering that they are “very good”, 12 percent answering “average”, and 4 percent “poor”.

Figure 3 MSc graduates' views on education quality



Interviews indicate that the high quality of education is mainly due to the **academic support and quality assurance of LUSEM** and the **success of trapca in mobilising internationally well-known lecturers**. In addition, as discussed above, the courses and their contents is deemed relevant to the needs of participants and the priorities of their employers.

A large majority of the respondents provided positive answers to questions about the teaching approaches of lecturers. From the results of the survey of faculty members it also seems that lecturers are happy with the direction they get from both the trapca staff and from the curriculum when preparing the lectures. The Evaluation Team had an opportunity to sit in on a MSc lecture in English and in French and noted a high level of interaction between student and lecturers, including through the use of role-play techniques in one case.

4.2.2 Implementation and delivery methods

Over the years trapca has changed its delivery mechanism and course content. trapca started to offer a MSc in 2007 (with 2007 being the year of the first intake) and what was offered was the MSc course itself, with no foundation or advanced courses leading up to the MSc offered. This means that the first intake of students already had a first degree that was considered a relevant qualification to start a MSc in trade policy and trade law.

The **MSc has evolved to meet the needs of the clients** so that, after the first four years of offering the MSc, trapca started to offer pre-requisite courses to students and all students, irrespective of their qualifications, needed to take the 300 series of courses and the 400A and 400B courses before they qualified for a place on the MSc programme. This was motivated by the need to address the diversity of the students in terms of academic background (law, economics, social science etc) and basic conceptual understanding of trade issues. As of 2018, the 400 course (6 weeks of e-learning delivered through a Moodle platform) replaced the 300 series of courses and 400A and 400B.

Students with the necessary qualifications from LDCs/LICs and female students are eligible for a Sida sponsored place and these students are offered a sponsored place when they become available. It is obvious that the student that is offered a place needs to be available to take up the place offered. Therefore, it is always the case that there are students that are in the process of completing the MSc and some students take years to complete all the modules. The scholarships are, however, given to qualifying students available for the courses each year. Those not available even if offered forfeit for the courses on offer each year.

Table 8 trapca courses and delivery mechanisms

Course code	trapca course title	Delivery mechanism and length of course
TRP 301	International Trade Policy and Development	Face-to face lectures for 2 weeks
TRP 302	International Trade Law and Development	
TRP 303	Quantitative Trade Policy Analysis	
TRP 400A	Advanced Pre-requisite trade policy and trade law	3 weeks e-learning
TRP 400B	Advanced Pre-requisite trade policy and trade law	3 weeks Face-to-face lectures
TRP 400	Advanced Pre-requisite trade policy and trade law	6 weeks e-learning
TRP 501	Economic Foundations of Trade and Trade Policy	Each 500 series of courses involves 2 weeks of face-to-face lectures and 4 weeks of off-site course learning
TRP 502	Legal Foundations of Trade and Trade Policy	
TRP 503	Tools of Trade Policy Analysis	
TRP 504	Sectorial trade Policies and Development	
TRP 505	Political Economy of Commercial Policies and Development	
TRP 506	Drafting and Interpretation of Trade Agreements	

TRP 507	Regional, Bilateral and Multilateral Integration	
TRP 508	Trade Negotiation, Co-operation and Leadership	
TRP 509	Trade in services	
TRP 510	Trade Related Intellectual Property Rights (TRIPS) and TRIMS	

The modular system used by trapca, combined with the delivery mechanism, plus the fact that most lecturers are “guest” lecturers, and sourced from other institutions, is unique in Africa. Other institutions have tried to use the “guest” lecture model but have not succeeded. The reason for the success of the trapca and this model can be partly attributed to the “good-will” factor, where lecturers with an international reputation are willing to commit to trapca and lecture at trapca for relatively low rates; and partly because of the link with LUSEM and Sida.

4.3 RESULTS

4.3.1 Academic courses

Table 9 gives a summary of students from LDCs and LICs and female students who are in the process of completing their MSc programmes.

The number of students who were originally enrolled in 2007 was 25. The MSc is a two year course so there was no intake in 2008. In 2009 a total of 23 students were enrolled onto the MSc course, meaning that, at the beginning of 2009, there were 48 students enrolled and no degrees awarded as yet. At the end of 2009 a total of 15 of these 48 enrolled students completed the MSc programme, meaning that, at the beginning of 2010, 33 students were enrolled on the MSc course and were at various stages of completion. There was no intake in 2010 and at the end of 2010, 14 more students graduated. At the beginning of 2011 the 19 students enrolled but who had not completed the programme were joined by 23 new students. At the end of 2017 a total of 195 trapca students have been enrolled as MSc students by LUSEM. Of these 195 students, 156 have been awarded a MSc from LUSEM and 39 remain registered and enrolled.

Table 9 Completion of trapca MSc programme 2009-2017

Students	2007	2009	2010	2011	2012	2013 ¹⁶	2014	2015	2016	2017
Students enrolled on MSc.										
- Females from LDCs/LICs	9	10		13		20	1	6	10	4
- Males from LDCs/LICs	15	11		8		12	0	5	11	12
- Females not from LDCs/LICs	0	0		1		4	10	5	4	1
- Males not from LDCs/LICs	1	2		1		11	3	2	2	1
Total enrolment	25	23		23		47	14	18	27	18
Students awarded the MSc										
- Females from LDCs/LICs		6	7	9	8	10	5	2	8	5
- Males from LDCs/LICs		8	6	8	6	9	10	6	5	8
- Females not from LDCs/LICs		0	0	0	1	1	2	3	2	1
- Males not from LDCs/LICs		1	1	0	1	8	2	3	4	0
Total awarded	0	15	14	17	16	28	19	14	19	14

Table 10 shows the number of students who have enrolled on the MSc modules, these being modules 501 to 510, and the pass rates for each course by year.

Table 10 Number of students enrolled on the MSc by years and pass rates

Course		2012	2013	2014	2015	2016	2017	Overall
501	Students	22	29	21	27	49	64	212
	Pass rate %	91	100	100	100	84	100	96
502	Students	18	28	22	25	50	67	210
	Pass rate %	100	100	100	100	100	100	100
503	Students	47	25	27	28	21	101	249
	Pass rate %	98	68	85	96	95	96	90
504	Students	45	0	32	19	32	52	180
	Pass rate %	100	-	100	100	100	100	100
505	Students	43	0	34	22	30	82	211
	Pass rate %	100	-	94	100	100	98	98
506	Students	22	20	35	23	29	85	214

¹⁶ The reason why there was such a large increase in the 2013 enrolment numbers was because this was the year that the French MSc was started.

Course		2012	2013	2014	2015	2016	2017	Overall
	Pass rate %	100	95	100	100	100	93	98
507	Students	0	49	24	22	29	36	160
	Pass rate %	-	91	100	100	93	100	97
508	Students	22	44	31	21		57	175
	Pass rate %	100	100	94	100		100	99
509	Students	22	46	29	21		58	176
	Pass rate %	100	100	100	100		93	99
510	Students	23	47	28	21		58	177
	Pass rate %	100	100	100	100		100	100
Total Students		264	288	283	299	240	660	1,964
Pass Rate First Exam		99	94	97	100	96	98	97

As can be seen from Table 11, 1,964 student MSc modules have been taken with **an average pass rate of 97 percent, which is a very good result.**

Table 11 gives the numbers of students enrolled on the pre-requisite courses for the years 2012 to 2017. As can be seen from the table, in 2012 to 2016 the pre-requisite courses were 301, 302 and 303. In 2017 the 300 courses were replaced by 400A and 400B courses and in 2018 the 400A and 400B courses were replaced by the 400 e-learning courses.

Table 11 Number of students enrolled on pre-requisite courses by year and pass rates

Course		2012	2013	2014	2015	2016	2017	Overall
301	Students	40	48	39	80	70	-	277
	Pass rate %	85	96	97	90	94	-	93
302	Students	43	43	38	75	73	-	272
	Pass rate %	91	100	100	96	96	-	97
303	Students	47	44	46	78	74	-	289
	Pass rate %	89	89	96	88	76	-	88
400A	Students	-	-	-	-	-	106	106
	Pass rate %	-	-	-	-	-	66	66
400B	Students	-	-	-	-	-	67	67
	Pass rate %	-	-	-	-	-	75	75
Total Students		130	135	123	233	217	173	1,011
Pass Rate First Exam		88	95	98	91	89	70	83

The total number of pre-requisite student modules taught has been 1,011, with **a pass rate of 83 percent.** This pass rate has been reduced by the pass rates of the 400A and 400B pass rates and these modules have now been replaced, after one year, with the 400 e-learning module.

4.3.2 Annual conferences and policy dialogues

The Programme Document for Phase II indicated that holding policy dialogues is one of trapca's core activities. The policy dialogues, including the annual conference and

the Trade Policy Research Forum that had been organised by trapca since inception, are described as an important part of the **general networking and marketing of the centre**. For the period 2011-2015 it was foreseen that, apart from the annual conference, trapca would organise one annual trade policy workshop, two regional integration forums, and two private sector forums.

In practice, during the evaluation period, only one policy dialogue (2014) in addition to the annual conferences has been organised. Interviews indicate that these dialogues were phased out since they were felt to be too resource-intensive and costly. The annual conferences have each had a particular thematic focus as follows:

- 2014: *"Unlocking Export Competitiveness: The Role of Trade Facilitation"*
- 2015: *"Energy as a Determinant of Competitiveness"*
- 2016: *"trapca@10: Strengthening capacities and enabling LDCs to integrate in the global trading regime"*
- 2017: *"The Emergence of New and Dynamic China-Africa Economic Relationships: International Economic Law Perspectives"*

The conferences are typically two and half days events and involve trapca and LUSEM staff, AAC members and lecturers, as well as a range of participants from government, academia, research institutions, the private sector and civil society.

Interviews indicate that the conferences have been of **mixed quality**. Although the topics appear to be relevant, the conferences come across as one-off events. There are no indicators of success and no clear links between the conferences and the outcomes statements defined in the Results Assessment Frameworks. While it is likely that the conferences to some extent contribute to networking and marketing, the **cost-efficiency can be questioned** (see Chapter 4.5.2). According to trapca staff, it takes 6-8 months to prepare the conference. The opportunity cost of having trapca professional staff investing considerable time in looking for presenters and screening papers for the conference also has to be taken into account.

4.3.3 Contribution to outcomes

As conveyed by the trapca Results Assessment Frameworks for Phase II and Phase III the assumption (programme objective) is that trapca courses will contribute to strengthening the capacity of Sub-Saharan African LDCs and LICs to develop adequate trade policies, laws and facilitation strategies, and negotiate as well as implement more beneficial trade agreements. The expectation is that the achievement of these outcomes will in turn contribute to increased trade, economic development, and, ultimately, poverty reduction (development objective).

While trapca's annual reports include a detailed account of the courses delivered during the year, they **do not assess the progress made towards objectives/outcomes**. At the same time, the trapca tracer studies (commissioned in 2013 and 2016) capture some data at this level. Table 12 includes a comparison of the

outcome indicators (programme objective level) defined in the programme documents for Phase II and the data collected by the 2016 tracer study.

Table 12 Outcome indicators and related data

Outcome indicators (Phase II)	Selected data presented in the 2016 tracer study
• Trapca graduates/participants employed in LDCs' and low income African countries' ministries and official authorities • Trapca graduates/participants active in the area of trade policy in the private sector from sub-Saharan African LDCs and LICs • Trapca graduates/participants active in the area of trade policy in NGOs in the African LDCs and LICs • Trapca participants active in sub-Saharan African LDCs and LICs international and bilateral trade negotiations • Trapca graduates/participants active in LDCs' and low income African countries' trade policy research, academic debates, etc.	• 46% (of 438 alumni respondents) stated that they work for the government and 26% that they work for a private company • 79% (of 394 alumni respondents) stated that they agreed or agreed strongly that they had improved their ability <i>develop trade policy and strategy documents</i> • 76% (of 394 alumni respondents) stated that they agreed or agreed strongly that they had improved their <i>ability negotiate trade agreements</i> • 85% (of 394 alumni respondents) stated that they agreed or agreed strongly that they had improved their ability <i>conduct policy related research</i> • 86% (of 394 alumni respondents) stated that they agreed or agreed strongly that they had improved their ability to <i>conduct trade related analysis</i>

As indicated by the table, although formulated somewhat differently, some of the questions asked in the tracer study relate to the outcome indicators defined in the programme document. Nevertheless, neither the indicators nor the data collected can be used for determining change over time. In addition, the outcome indicators do not clearly add up to the outcome statements. It is noted that indicators of the Results Assessment Framework for Phase III are very similar to the ones of Phase II and hence do not necessarily represent an improvement in this regard. As shown in Table 4 in Chapter 3.2, this Results Assessment Framework also included indicators for measuring the development objective of trapca. However, these indicators are simply too far beyond the control of trapca, and are therefore not very meaningful. **This all calls for a review of trapca's M&E system, including the Results Assessment Framework and the use of tracer studies.**

The MSc graduate survey conducted as part of this evaluation shows that respondents generally perceive that the trapca courses helped them to become **more actively involved in trade matters**, including analysis and research, debates, policy development and trade negotiations. This is to some extent corroborated by the survey of alumni employers, which shows that 85 percent of respondents feel that the employees participating in trapca courses **have fully met their expectations**. The answers below provide some illustrative examples of these expectations:

- “Comprehensive knowledge build-up and specific knowledge to the work she is performing in Ministry of Finance and Economic Cooperation”
- “Improvement in analytical, interpretation, and negotiation skills”
- “To use his Intellectual Property Knowledge to enhance our IP standards in the Firm”
- “To be well versed with Agriculture trade issue and to be effective in trade analysis”

- “Pro-active in research and analytical ability and to improve their negotiations skills”
- “Build staff capacity”

A majority of the employers also answered that the performance of the employees have improved. When asked how their organisations have benefitted, the capacity to implement gender-related trade strategies came, perhaps somewhat surprisingly, came out on top.

4.4 GOVERNANCE AND MANAGEMENT

Established as an autonomous centre within ESAMI, trapca has its own governance structure and management arrangements made up of a Board of Directors, an Academic Advisory Council, and an Executive Director, leading a team of seven professional and administrative staff.

4.4.1 The trapca Board

The membership and overall mandate of the Board is described in the programme documents for Phase II and Phase III. Further details are provided in a Board Governance Document (updated 2017), which establishes that the Board is responsible for policy directives and strategic guidance covering “issues such as outreach, sustainability, course curriculum and the orientation of training, financial management, form and nature of partnerships with international and other organisations and recruitment of staff”.

Currently, the trapca Board comprises the following seven members:

1. Bonard Mwape (Chairman), Director General of ESAMI
2. Erastus Mwencha, former Vice-Chair of the African Union (retired)
3. Bridget Chilala, Director of WTO’s Institute for Training and Technical Cooperation
4. Joy Kategawa, Head of UNCTAD’s Regional Office for Africa
5. John Majo, ESAMI’s Finance and Administration Manager
6. Peter Kiuluku, trapca’s Executive Director
7. Hans Falck, LUSEM, trapca’s Academic Director

Trapca’s Executive Director and the Academic Director are ex-officio members of the Board. All others are appointed based on their personal qualifications (and do not represent the organisations in which they are employed). It is noteworthy that the Board Governance Document establishes that the Board has six members, while in practice it has seven (and used to have eight). According to the MoU between ESAMI and Lund University, ESAMI is responsible for appointing Board members. However, the Board Governance Document suggests that the Board itself appoints its members.

As indicated by the list of members above, the Board has **extensive industry and leadership experience** and (presumably) high levels of technical and organisational management skills. While the presence of the (now former) Vice-Chair of the African Union is particularly noteworthy, having senior managers of both WTO and UNCTAD among the members also ensures visibility and outreach in the global trade policy community. At the same time, the Board is dominated by people (from ESAMI, trapca and LUSEM) who are directly or indirectly involved in the management of trapca. At the last Board meeting (November 2017), only one of the “external” Board members was present. **This compromises the Board’s ability to provide impartial oversight and bring in new perspectives.**

The Board meets twice per year. As confirmed by meeting minutes, the Board approves the annual work plans and budgets, reviews annual reports and audited financial statements, and follows-up on previous meetings and the implementation of agreed actions. It also monitors performance based on narrative and financial progress reports, seek explanations for deviation from plans, reflects on emerging issues, and give suggestions on possible new partnership opportunities to explore. These are all **important Board duties**. On the other hand, the Board has **not issued any policy directives**, and its role in **ensuring policy compliance, performance assessment** (e.g. against results frameworks), and **fundraising** has been **limited**.

There is **no Board committee system** in place or policy or practice whereby Board members have certain areas of responsibility or delegated tasks to perform, let alone a mechanism for evaluating the Board’s performance. It is furthermore noted that the Annual Review Meetings have an agenda very similar to the Board’s, and this is also where most operational decisions (including on work plans and budgets) are *de facto* taken.

4.4.2 The Academic Advisory Council

The programme document for Phase III states that the Academic Advisory Council (AAC) is responsible for the quality of trapca’s academic programme (together with the Academic Director). It is also mandated to contribute to the marketing of trapca. More detailed information on the responsibilities as well as composition, appointment, meetings, and compensation of the AAC is provided in a separate AAC Governance Document.

The current AAC members are reportedly the following:

1. Prof. Christopher Milner, Nottingham University
2. Dr. Christoph Bellmann, International Centre for Trade and Sustainable Development (ICTSD)
3. Dr. Edwini Kessie, WTO
4. Dr. Patric Low, Fellow at Asia Global Institute

5. Martine Julsaint Kidane, UNCTAD
6. Prof. Joost Pauwelyn, Graduate Institute Geneva

The list does not include trapca's Executive Director, who chairs the AAC meetings, or the Academic Director, Deputy Academic Director, and trapca staff members, all of whom are considered ex-officio members. Additional participants can also be invited to the AAC meetings "on a need basis".

While the AAC Governance Document states that ESAMI appoints AAC members, interviews suggest that this is the role of the trapca Board. However, minutes of Board meetings do not include any references to such appointment, although the AAC membership has changed considerably over time. Interviews further indicate that there is **no common understanding on who are the regular six members** and what distinguishes them from the "specially invited participants".

AAC meetings take place once per year. The meetings are held in Geneva to take advantage of the "Geneva Week", which is a WTO public forum serving as a global platform for discussion on trade development and the multilateral trade system. The 2017 and 2016 AAC meetings each had 14 participants, including trapca's management team. The **participation in the meetings matches fairly well the desired composition of the AAC** (as defined in the AAC Governance Document) with the exception that the AAC currently does not include any experts affiliated with policy making institutions from LDCs or regional integration bodies.

Interviews suggest that the AAC meetings are **well-prepared and efficiently run in a manner allowing for open debate and critical reflection**. As confirmed by meeting minutes, the AAC reviews and comments on the performance of courses and students, the course curriculum and the academic calendar. It has also provided advice in the context of the revision of the student handbook, trapca tracer studies, and the marketing of programmes in less represented countries. At the 2017 meeting, a comprehensive curriculum review was undertaken.

AAC members commonly perceive that the trapca management take their comments and suggestions seriously. As observed by the Evaluation Team, the trapca curriculum has been adapted to topical issues, such as trade facilitation, trade and gender, ecommerce and trade and climate change, which at least partly **can be attributed to AAC meetings**. At the same time, there is clearly a limit to what can be achieved at these half-day events. While individual AAC members have provided written comments on draft curricula prepared by trapca, there is **no organised interaction with and between AAC members beyond what takes place at the meetings**.

4.4.3 trapca's management team

The Executive Director and his team are responsible for the day-to-day administration of trapca. In the beginning of Phase II (2012) the trapca team consisted of eight full-time employees. Additional positions were established in 2014 and 2015, increasing the size of the management team to 11 people. The numbers have since been reduced¹⁷. Currently, the management team has the following nine full-time positions:

1. Executive Director
2. Principal Finance and Administration Officer
3. Trade Policy Expert
4. Trade Law Expert
5. Trade Facilitation Expert
6. Academic Assistant
7. Office Assistant
8. Accounts Assistant (vacant)
9. Driver/Clerk

LUSEM provides the Academic Director, a Deputy Academic Director and five Academic Programme Coordinators. The Academic Director works almost full-time on trapca (up to 90 percent of his salary is covered by Sida's contribution to Lund University).¹⁸ In addition, trapca draws on the support of ESAMI regular staff, including that of the ESAMI Finance and Administration Manager, Senior Accountant and Personnel and Administration Officer.

Roles and responsibilities of the trapca management team are established in job descriptions and tend to be wide-ranging. Apart from purely academic responsibilities (e.g. curriculum development, sourcing of lecturers, teaching), the three Trade Experts carry out a number of administrative tasks (e.g. in relation to admissions, scholarships, the e-learning platform, AAC and Board meetings, drafting of progress reports). On top of that they are involved in the marketing of trapca (e.g. meetings with potential donors and partners, participation in international events). The **opportunity cost of having professional staff carry out administrative tasks is high** and precludes professional staff being used for activities that have the potential

¹⁷ trapca previously had two programme assistant positions, which were terminated in connection with the expiration of Sida's contribution to the Trade Facilitation Facility. A Senior Accountant position was downgraded to Accounts Assistant (currently vacant).

¹⁸ The input of the Deputy Academic Director corresponds to 15% of a full-time position. The Academic Programme Coordinators are engaged on a 10%-basis.

of raising revenue for trapca, such as designing and running short and specialist courses.

4.4.4 Institutional arrangements, relations and roles

trapca is defined as a “joint initiative” between ESAMI, Lund University and Sida and branded as an autonomous centre of ESAMI. While trapca has its own Board and management arrangements, it is not a separate legal entity.

ESAMI-trapca

As set out in successive agreements with Sida, **ESAMI is fully responsible for the implementation of the programme and for the management of Sida funds**. This involves ensuring that an appropriate financial management system and related internal controls exist and that Sida’s guidelines and requirements are adhered to, including in relation to annual work plans and budgets, procurement, reporting, audit standards, and anti-corruption measures. In addition, ESAMI is responsible for monitoring progress and performance based on the Results Assessment Framework and organising the Annual Review Meeting with Sida.

Many of the tasks involved with the above-mentioned responsibilities have been **delegated to trapca’s Executive Director**. The trapca Financial Management and Accounting Manual includes a delegation order that gives the Executive Director the powers to sign all legal undertakings, authorise all forms of payments and approve procurement (up to certain threshold value) on behalf of ESAMI. What is retained by ESAMI’s administration are tasks related to the receipt and transfer of Sida funds, recruitment and overall human resource management. In addition, ESAMI is also responsible for providing:

- Office space and class rooms
- Electricity and water
- Central administration support
- Marketing and communication services
- Student accommodation and meals (per agreed rates)
- IT, telephone, printing and photocopying services (per agreed rates)

According to the current agreement with Sida, ESAMI is to cover the cost of office rent, electricity and water, central administration support, and marketing and communication, from its own contribution to trapca.

As indicated above, the **lines of accountability between ESAMI, trapca’s Board and its Executive Director are blurred**. Although the Executive Director is expected to report both to the trapca Board and the Director General of ESAMI, from a strictly legal point of view he is only accountable to ESAMI. At the same time, ESAMI’s Director General is also the chair of the trapca Board (in a personal capacity), which as an entity does not have any legal powers. The lack of clarity on

how Board members are appointed adds to the complexity of the situation and supports earlier analysis suggesting that the need for a separate trapca Board should be reconsidered.

ESAMI's status as an organisation supported by governments of eastern and southern African countries, with diplomatic status, **brings several benefits**, including salaries of trapca staff being free of income tax, which also assists in attracting staff, and facilitating visa requirements for students. ESAMI's administrative capacity and possession of a campus with classrooms and training facilities (including IT equipment and library services), accommodation for students and office space are also significant comparative advantages. In addition, through offices in 10 member states¹⁹, ESAMI has an extensive outreach that trapca can capitalise on.

Trapca-Lund University

The specific roles and responsibilities of LUSEM are outlined in the programme documents and further formalised in the Service Purchase Agreement between Sida and Lund University and the MoU between Lund University and ESAMI. In summary, LUSEM is tasked with the following:

- Appointing/providing an Academic Director and Deputy Academic Director
- Designing and reviewing the Masters programme
- Assisting in admission of students
- Assisting in recruitment of teaching staff
- Academic examinations and issuing of certificates
- Providing quality control of courses and programmes
- Assisting in capacity building, curriculum development, and preparation of study materials
- Coordinating inputs from Swedish universities and academic institutions
- Assisting in building/maintaining networks with other universities, teaching institutions, multilateral trade institutions and policy-making institutions

In practice, as indicated by interviews and desk studies, **LUSEM's most important contribution lies in accrediting the MSc degree and safeguarding education quality**. The quality control is exercised by: authenticating that admitted students meet qualifications requirements; scrutinizing master programme students' concept notes and research proposals; coordinating master's thesis supervisors and overseeing the entire thesis process; assessing and grading master's thesis; verifying examination

¹⁹ Tanzania, Zimbabwe, Uganda, Malawi, Zambia, Seychelles, Mozambique, Swaziland, Kenya) and Namibia

results, and; assessing how well students present and defend their thesis at the graduation seminars.

In some of the areas not directly related to education where LUSEM has only an assisting role, its value-added is, not surprisingly, more difficult to determine. It is noteworthy that **LUSEM's capacity building role vis-à-vis ESAMI and trapca management has been relatively limited**. While LUSEM has been hosting trapca's trade policy advisor on a regular basis (in the past) and worked with the trapca management on improving administrative and IT-related issues, there is no overall strategy for transferring know-how and building trapca's capacity as training provider.

The **Academic Director has been, and still is, extensively involved in management of trapca**. Apart from the responsibilities listed above, he is continually communicating with trapca staff and provides advice and inputs to various management decisions and administrative processes, annual work plans, budgets, and reports, the drafting of project and tender documents, etc. He has also participated in all Board and AAC meetings and the ARM, annual conferences, as well as meetings with potential partners and donors.

4.5 FINANCIAL DELIVERY, COST EFFICIENCY AND SUSTAINABILITY

4.5.1 Funds budgeted and spent

Since 2013, the annual budgets of trapca has fluctuated between USD 2,7 million (2013) and USD 5 million (2015). The original budget presented in the programme document for Phase II has been increased several times. Sida provided additional contributions in 2013 (top-up funding of students from LDCs), 2014 (for the inception and implementation of the Trade Facilitation Facility), and in 2015 (for the one-year extension to 2016).

Table 13 Trapca budget vs actual 2013-2017

Year/USD	Approved budget ²⁰	Revised budget	Actual expenditures	Variance ²¹	
				Amount	Percent
2013	3,111,889	2,708,331	2,738,267	+29,936	1%
2014	2,970,599	2,970,599	3,154,992	+184,393	6%
2015	2,740,255	5,030,676	3,721,242	-1,309,434	26%

²⁰ As per independent auditors' reports.

²¹ Variance between revised budget and actual audited expenditures.

2016 ²²	2,538,887	3,371,320	3,159,099	-212,221	6%
2017	2,919,066	2,919,066	2,807,600	-111,466	4%
Total	14,280,696	16,999,992	15,581,200	-1,418,792	8%

Major budget revisions were carried out in 2013 (due to the postponement of courses) and 2015 (since the Trade Facilitation Facility was not included in the originally approved budget). The significant under-spending in 2015 was reportedly due to exchange rate losses and the delay in the organisation of TFF courses. The variance in 2016 is mainly attributed to the late postponement of courses under the MSc programme in Rwanda.²³

LUSEM has a separate budget made up of fees and reimbursable costs incurred by the Academic Director, Deputy Academic Director and five Academic Programme Coordinators. For the activity period 2013-2017 the total budget amounted to SEK 13,6 million with an average annual budget of SEK 2,7 million. According to LUSEM'S financial reports, the variance between budget and actual expenditures in 2013 and 2017 results from lower travel expenditures than budgeted for and, to a lesser extent, lower overhead costs.

Table 14 LUSEM budget vs actuals 2013-2017

Year/SEK	Original budget	Revised budget	Actual expenditures	Variance	
				Amount	Percent
2013	3,106,457	2,895,333	2,133,660	-761,673	26%
2014	2,921,409	2,685,294	2,641,577	-43,717	2%
2015	2,765,309	2,765,278	2,724,194	-41,084	1%
2016	2,500,000	2,492,513	2,471,966	-20,547	1%
2017	2,770,037	2,770,037	2,556,581	-213,456	8%
Total	14,063,212	13,608,455	12,527,978	-1,080,477	8%

All in all, variances have been kept at acceptable levels (less than 10%) and explained in financial reports, the main exception being the significant deviation in 2015.

4.5.2 Cost structure and value for money

The **cost structure of trapca is not easily analysed**. The annual financial reports (audited) submitted to Sida have not included an itemised budget to actuals comparison despite this being a requirement in the Sida-ESAMI agreement²⁴. In

²² The programme document for Phase II originally covered the years 2011-2015. The budget for the extension year 2016 was agreed in 2015.

²³ which trapca won in competition after a call by TradeMark East Africa (TMEA).

²⁴ A detailed budget to actuals report for 2017 was prepared upon Sida's request.

addition, the classification of financial data has changed several times over the years and, hence, there is a lack of consistency of how income and expenditure is presented in audit reports. The financial relationship between ESAMI and trapca is also complex and difficult to flesh out without access to detailed accounting data.

Table 15 presents a restructured and recomputed summary version of the expenditures accounted for in the audited financial reports of trapca. As shown by the table, programme **expenditures on the MSc programme, specialised short courses, and the Trade Facilitation Facility**²⁵ have constituted a lion's share of trapca's costs. The cost of other activities, such as annual conferences and policy dialogues have gradually been reduced over the evaluation period, as such events have become less frequent and prioritised.

Table 15 Breakdown of trapca expenditures 2013-2017

Expenditures in USD	2013	2014	2015	2016	2017	Total
Programme expenditures						
Master's programme	784,670	617,503	605,148	477,094	1,028,381 ²⁶	4,297,466
Specialised short courses	774,886	946,704	521,531	534,637	169,671	2,947,429
Trade Facilitation Facility	-	155,295	1,073,783	455,847	78,659	1,763,584
Advertising & Promotion	89,531	124,847	68,769	30,572	43,769	357,488
Annual conference	60,723	44,750	41,340	31,028	17,034	194,875
Other policy dialogues	3,000	68,657	- ²⁷	-	-	118,287
Operating expenditures						
Personnel costs ²⁸	743,298	939,459	1,068,313	1,029,292	944,463	4,724,825
Governance & Evaluation	123,575	120,997	127,532	120,753	126,114	618,971
Administration	52,037	53,358	61,708	52,483	48,527	268,113
Depreciation	26,050	27,381	31,039	17,472	11,322	113,264
Other ²⁹	100,546	68,840	81,112	55,894	81,786	388,178

²⁵ The Trade Facilitation Facility was closed by the end of 2016 but courses on this topic continue to run under the MSC programme, which explains the increase in expenditures on the MSC programme in 2017.

²⁶ Including expenditures under the TMEA Rwanda programme, which is also presented under the MSC in the audited financial reports.

²⁷ The 2015 audit reports record expenditures of USD 46,630 under this heading but this was a payment for the 2017 impact and tracer study, not for trade policy forum and global faculty meeting.

²⁸ For most of the evaluation period, all salaries, wages and benefits were classified as programme expenditures. As of 2017, however, these costs have been split into two whereby the salaries and related expenditures on the three trade experts are considered as programme expenditures and the salaries of other trapca staff members as operating expenditures.

²⁹ Including curriculum development, international CPD courses/conferences, subscription to journals,

A more in-depth analysis of the costs of the MSC programme, specialised short courses and the TFF reveals that a dominant share of expenditures under these headings have been geared towards **participants' accommodation and meals** (USD 2,249,843), **teaching facilities/lecture halls** (USD 1,635,017), **resource person fees** (USD 1,246,522), and **participants' transport and travel** (USD 1,178,555). The cost of the first two – participants' accommodation and meals and teaching facilities/lecture halls – are *de facto* payments made by Sida to ESAMI for trapca. Accommodation has been invoiced by ESAMI at a cost of USD 45 per participant per day and teaching facilities/lecture halls at a rate of USD 6,000 per course per week.

trapca has taken **several measures to reduce costs** over the past two years. With regard to the MSc courses, ESAMI has agreed to gradually phase out the payment for teaching facilities/lecture halls, which from 2017 should not be charged to the Sida account by ESAMI (but which are). In addition, trapca has reduced fees for lecturers, from USD 1,000 per day to between USD 600 and USD 800 per day. However, the greatest savings has been in the mechanism used to deliver the two modules required to qualify for a place on the MSc programme. Prior to 2017, to qualify for a place on the MSc programme a student had to attend a module delivered at ESAMI and face-to-face. In 2017 this module has been delivered through a module delivered through the e-learning Moodle platform. This means that the student can take this module at his or her place of residence, which has reportedly led to cost-savings of some USD 200,000 in 2017, money used for additional courses and scholarships.

While trapca has cut down on administrative positions over the past two years, **personnel costs are still high given the relatively lean management structure**. In 2017, salaries, wages and benefits accounted for 34 percent of trapca's total budget. The Executive Director's salary is budgeted at USD 168,283 per year and the Principal Finance and Administration Officer at USD 78,649. The salary costs of the three trade experts ranges between USD 81,000 and USD 105,000. This does not include cost for gratuity, education allowances, and medial/life insurance, which totals USD 340,000 per year, or the 13th monthly salary provided as a bonus to all staff.³⁰

ESAMI/trapca salary levels widely exceed the medium basic annual salaries paid by Sida-supported international, inter-governmental organisations, and regional organisations in Sub-Saharan Africa. According to a recent survey commissioned by

IT supplies and support, and accounting and audit fees.

³⁰ The bonus salary is paid from ESAMI's contribution.

Sida, senior managers (equivalent to trapca's Executive Director³¹) of these organisations have a median annual basic salary of USD 74,000 and middle management (equivalent of other professional staff) of USD 48,500.

As shown in Table 16, **“governance and evaluation” is another major cost item** in trapca's financial reports. The costs under this heading mainly pertains to Board and AAC meetings and ESAMI central administration support. With regard to Board meetings, the most significant costs are the honorariums (sitting allowance) provided to Board members (USD 3,000 per meeting)³². The Sida-commissioned salary survey referred to above shows that about half of Sida's partner organisations in Sub-Saharan Africa do not remunerate their board members. Of those who do, the *annual* board remuneration (per member) is around USD 2,200.

A major share of the expenditures on AAC meetings are associated with the participation of trapca staff members³³, including their travel and DSA³⁴. These costs do not only relate to the AAC meetings but also covers participation in the Geneva Week. This could possibly be justified from a partnership development, marketing and fundraising perspective, but the value-added of the whole trapca management team spending an entire week in Geneva is questionable.

Table 16 Expenditures on “Governance and Evaluation” 2013-2017

Expenditure/USD/year	2013	2014	2015	2016	2017	Total
Board meetings	50,640	47,759	44,658	38,367	51,640	233,064
AAC meetings	32,760	35,597	42,185	51,718	43,972	206,232
Central admin support ³⁵	30,000	30,000	30,000	30,000	30,000	150,000
Trapca MIS	10,175	7,141	10,000	-	-	27,316
Annual Review Meetings	-	-	689	688	500	1877
Total	123,575	120,497	127,532	120,773	126,112	618,489

Next to expenditures on personnel and governance and evaluation, administration is a

³¹ Senior management band is in the survey defined as regional, country or functional directors with authority for the strategic development, budget agreement and financial results for their specific business units. Middle management is defined as the category of staff who implement and carry out the goals set by people in higher bands.

³² The honorariums have been gradually increased from USD 1,000 in 2012.

³³ Most other participants live and work in Geneva or are there to attend the WTO public forum. These participants are paid a sitting allowance of USD 500. Some receive per diem of one or two nights.

³⁴ According to ESAMI's DSA policy for trapca, trapca staff are entitled to a DSA of USD 450 outside Africa.

³⁵ These are costs invoiced by ESAMI but subsequently reimbursed as part of ESAMI's contribution to the programme.

significant item in trapca's expenditure statement. These are mainly running costs of the trapca office, which to a large extent are reimbursed by ESAMI as part of its contribution to trapca. One exception is the cost of IT, which is charged to trapca by ESAMI at a rate of USD 1,000 per month (down from USD 3,000 per month in previous years).

Expenditures under the Sida contribution to LUSEM consist of salaries, travel costs, other direct costs (mainly costs for audit, communication, vaccination and visa), and overheads (indirect expenditures). A breakdown of such expenditures is provided in Table 17.

Table 17 Breakdown of LUSEM expenditures 2013-2017

Expenditure/SEK	2013	2014	2015	2016	2017	Total
Salaries	1,225,311	1,410,639	1,612,370	1,437,838	1,611,258	7,297,416
Travel costs	274,068	383,543	309,765	282,972	195,008	1,445,356
Other direct exp.	24,882	124,279	23,909	9,664	21,069	203,803
Overhead	609,399	717,176	778,150	688,806	729,246	3,522,777
Total	2,133,660	2,541,485	2,724,194	2,419,280	2,556,581	13,129,352

The table indicates that inputs of LUSEM staff have fluctuated without a clear trend while travel costs have been gradually reduced since 2014 (mainly as a result of less frequent travelling by the academic programme coordinators). Overhead costs have remained at the same level, i.e. 40 percent of total direct costs, which **must be considered high but in line with the standard for Swedish universities receiving external funding**.

As underlined in Chapter 2.6 the evaluation has not allowed for a systematic value-for-money analysis. On the positive side, the MSc programme has benefitted close to 200 professional from LDCs/LICs and contributed to competence development, improved performance as well as organisational strengthening. At the same time, the costs involved have been significant. Although cost savings have been made through changing course delivery methods, cuts in lecturers' fees, and reduction of administrative staff, operating expenditures remain excessive. This is mainly on account of high salary levels, unjustified costs related to Board and AAC meetings, and the rent and other fees paid to ESAMI for hosting the trapca courses. Under these circumstances and based on available financial data, **it is difficult to argue with certainty that Sida has received value-for-money**.

4.5.3 Financial sustainability

Trapca's income comes predominantly from Sida's contribution. The other major income source in trapca's audited financial reports is ESAMI's contribution. According to the agreement between ESAMI and Sida, this contribution is made up of:

- In-kind support covering the cost of office rent, electricity and water, central administration, and marketing and communication, and

- Income from student fees and overheads for co-hosting courses together with other institutions.

The procedure is reportedly that i) ESAMI invoices trapca for the cost (at agreed rates) of student accommodation, conference facilities, central administration, office rent, electricity and water, internet and marketing costs, ii) trapca pays ESAMI (with Sida funds), and iii) ESAMI reimburses trapca the cost of office rent, electricity and water, central administration, and marketing and communication as part of its contribution to trapca. It is noteworthy that ESAMI's contribution is not fully re-funded to the programme budget but partly **kept in a separate account as a “reserve” fund. This is not in line with Sida’s policy, which requires that development funds should be spent and not accumulated and used at will at a later stage.** Moreover, as part of an in-depth analysis of trapca's income and expenditures in 2017, it has been discovered that some of the **funds from this “reserve” fund has been used for non-eligible costs.**

Table 18 provides an overview of trapca's revenue sources (based on data presented in trapca's audited financial reports) during the evaluation period.

Table 18 trapca's revenue sources 2013-2017 in USD

Income source	2013	2014	2015	2016	2017	Total
Sida	2,669,504	3,882,990	3,477,912	1,837, 079	2,342,739	14,210,226
ESAMI	106,600	108,793	11,657	0	81,787	308,837
Consultancies	-	-	-		130,000	130,000
Student fees	26,443	26,013	19,549	2,957	1,375	76,337
Total	2,802,547	4,017,796	3,479,118	1,840,036	2,555,901	14,695,398
Own income/ total turnover	4,7%	3,4%	0,9%	1,6%	8,3%	

The rate of own income³⁶ to total turnover – an indicator that trapca used for measuring financial sustainability during Phase II – fluctuated between one and five percent during the period 2013-2016. In 2017, the rate of own income to total turnover rate increased to 8,3 percent, mainly on account of the income raised from training consultancies and executive courses. It should also be noted that trapca has an accumulated equity of USD 1,5 million, which could be used for financing operations during a (short) bridging period. This accumulated equity is derived from the differences between the funding from Sida and the trapca expenditure. The equity is increased by the refund from ESAMI of monies received by ESAMI for provision

³⁶ Own income is here interpreted as ESAMI's contribution.

of services to trapca.

According to the agreement between Sida and ESAMI for Phase II, ESAMI's contribution would amount the equivalent of SEK 14,766,960 (about USD 1,804,000 using the exchange rate of March 2018). One-fourth of this contribution would come from reimbursement of trapca costs and three-fourths from student fees and overheads from co-hosting courses. Irrespective how ESAMI's contribution is presented and what non-Sida funds are included in this contribution it is clear that **the target set for “own-financing” in Phase II was not achieved.**³⁷ The reasons for this are not exactly clear due to the inconsistent reporting on ESAMI's contribution but are deemed to be related to the lower than expected number of executive courses and courses co-hosted by trapca over the evaluation period.

The Programme Document for Phase II furthermore committed trapca to, by 2013, present a resource mobilisation plan to Sida on how to close the remaining financial gap, especially from 2015, when Sida's funding was expected to be phased out. The intention was to target several avenues of possible external funding, including the RECs, African Union and donor agencies. **While such options were explored to some extent, the resource mobilisation plan was never developed.** Instead, in 2014, trapca and Sida agreed to commission a study for establishing a trapca Basket Fund. However, the report of this study was not approved and the idea of a Basket Fund was eventually rejected for legal reasons.

In the Programme Document for Phase III, there is renewed emphasis on resource mobilisation and fundraising. “Enhanced conditions for financial sustainability” is one of seven Key Results Areas and a number of fundraising and income generating activities are identified to this end, including:

- Counterpart funding from “like-minded” donor agencies;
- Activity-based funding (e.g. for policy dialogues, specific courses) from targeted donors;
- Strategic partnerships with stakeholders having expertise in trade and trade related areas (e.g. UNCTAD, WTO, ACWL, UNECA, AU Commission and RECs);
- Customised/tailored training and other fee-based “innovative products”;
- Student loans, and;

³⁷ According to the agreement between Sida and ESAMI for Phase II, ESAMI's contribution would amount the equivalent of SEK 14,766,960 (about USD 1,804,000 using the exchange rate of March 2018). One-fourth of this contribution would come from reimbursement of trapca costs and three-fourths from student fees and overheads from co-hosting courses.

- Targeting fee-paying participants from Middle Income Countries.

These activities are in various stages of implementation. Several technical agencies, donor organisations and donor-funded capacity building programmes have been approached, but, other than the TMEA Master's training in Rwanda, no funding has been secured. The number of executive courses offered on a fee-paying basis, another potentially major income source, has remained low, although a positive trend can be seen in 2017 (four courses) and 2018 (two courses so far). As shown by Table 18, the income from fee-paying students has decreased over the years. This is puzzling. In general, there is need for **greater transparency as to the number of scholarships provided** and, correspondingly, the number of participants providing their own financing.

4.6 CROSS-CUTTING ISSUES

The evaluation Terms of Reference defines a separate set of questions pertaining to cross-cutting issues, i.e. gender equality, environment, the rights perspective and conflict sensitivity. These questions were further developed during the inception phase of the evaluation and are addressed below.

4.6.1 Gender equality

Trapca has singled out gender equality as **one of its core values**. In its Strategic Plan 2017-2021, trapca commits to ensure gender-balanced selection of students and staff, as well as providing gender-balanced training and promoting gender balanced decision-making in the trade and trade related sectors. trapca's Theory of Change also envisages that trapca would contribute to the development and implementation of gender-balanced trade strategies.

The attention given to gender equality is most clearly evident in the trapca **student scholarship guidelines**, which gives **first priority to (eligible) female applicants** from African LDCs and LICs. It also allows for the possibility of scholarships to (eligible) female applicants from African Middle Income Countries. In practice, female participation has varied between 37 percent and 44 percent per year across all courses. These aggregate figures hide some significant variations. For instance, in the francophone courses female participation is reportedly as low as 15 percent.

In 2015, trapca rolled out an **e-learning course on Trade and Gender**, which examines the linkages between trade policy, gender, poverty alleviation and development. To date, this course has attracted a total of 154 participants according to trapca's annual reports. The programme document for Phase II indicates that the original ambition was to **mainstream gender into all course work**. This **has not happened** although several courses have clear gender implications, e.g. the courses on trade in agriculture and trade in services.

The 2013 mid-term review of trapca recommended trapca to institute a policy on **female participants with children and their specific accommodation needs**. It was

noted that the existing accommodation facilities were tiny and the proximity to other students made it impossible for mothers to bring their children along for the duration of the course. Sida has since urged trapca to address this issue by renovating a separate housing unit that could be used for this category of participants. To date, however, **the renovation has not yet started**.

trapca's ambition to achieve **gender balance among staff, faculty members and governance bodies has not been realised**. Of trapca's staff of nine people, merely two are women (the Academic Assistant and Office Assistant). The number of women in the Board and AAC is limited to two and one respectively. The list of faculty members does not reveal gender but seems to be biased in favour of male lecturers.

trapca's alumni tracer and impact studies **do not present gender-disaggregated data** of how individuals have benefitted from the training. Data to measure gender-specific outcomes is not collected.³⁸ According to the alumni employer survey conducted as part of this evaluation, there is a perception that participants in trapca courses have contributed to the development and implementation of more gender-balanced trade strategies.

4.6.2 Environment

In 2011 trapca adopted a "Green Statement of Intent" conveying the **ambition to promote environmental sustainability** through training and education as well as within operations and administration.

In practice, trapca has developed and implemented **several short courses** as well as **executive courses** with a **particular focus on trade and environment**. This includes the collaboration with CUTS International, which has resulted in 10 national training courses and three regional courses since 2013, attracting a total of 375 participants. The purpose of the first three sets of courses was to facilitate development of holistic policies addressing climate change-food security-trade linkages in the East African Community (EAC) through active involvement of representatives of all relevant stakeholders. In 2017, an executive course was conducted under the same partnership for officials in the EAC member states to effectively engage in climate change and agricultural negotiations. Moreover, in 2012, a policy research forum was organised

³⁸ The Results Analysis Framework for Phase III includes the long-term objective of "improved conditions for women to benefit from international trade". The trapca Theory of Change defines the anticipated change of "Gender-balanced trade strategies and implementation mapped and enforced" and the outcome of "increased market access and market entry for women and men".

by trapca on the theme of “African Trade under Climate Change and the Green Economy”.

With regard to operations and administration, the **transition to on-line e-learning courses** has not only led to cost-savings but also **lowered trapca’s carbon footprint** as student air travel has been significantly reduced. To measure trapca’s positive or negative effect on the environment is not possible and should probably not be attempted given other more important priorities.

4.6.3 The rights-based perspective

Trapca is not necessarily the type of programme that lends itself to a rights-based approach. It can be argued that the positive discrimination of women and participants from LDCs and LICs in trapca’s student scholarship guidelines has a rights-based foundation. It is also noted that trapca has a HIV/AIDS workplace policy. To ascertain if anyone has been discriminated against would be a daunting exercise, but the lack of accommodation facilities for mothers with small children should be highlighted in this context.

In other areas, the rights-based perspective can primarily be assessed in relation to transparency in information flows and clarity in roles and responsibilities related to programme management and oversight (accountability).

With regard to **transparency in information flows**, trapca has recently **uploaded its annual audit reports to its website**. The website also contains some annual reports (although only up to the year 2013) and presents minimum admission requirements as well as information on Sida-funded scholarships. The information on scholarships is new (2018) and would warrant some further clarity, e.g. in relation to eligible countries, the scope of full and partial scholarships, and the steps in the application and award process. trapca’s annual reports also lack information on scholarships in terms of numbers and amounts. The lack of clear information on selection criteria for scholarships was also pointed out as a weakness by students participating in a focus group discussion with the Evaluation Team. **Accountability** structures can similarly **be improved**. While the control environment in terms of agreements, reporting and operational policies is fairly well established, there is an overlap of governance and management functions as well as in the roles and responsibilities of the trapca management team and LUSEM.

4.6.4 Conflict sensitivity

In Africa, regional economic organisations use trade as a way to both mitigate against war and conflict as well as to maintain peace after conflict through increasing wealth and reducing poverty through trade. Poverty alleviation, wealth creation and trade are all intrinsically linked and these are linked to conflict prevention and resolution. Although there is **no evidence of conflict sensitivity being mainstreamed** or in

other ways treated as a cross-cutting issue in trapca's courses and other activities, the presumed key outcome of improved trade policies is **relevant to conflict resolution and prevention**. This is especially the case when MSc graduates come from, and continue to work in, countries that are in conflict and which have just come out of conflict.

5 Proposed Sida exit strategy

Sida has supported trapca for a total of 12 years and during this time there has been no major effort by trapca or ESAMI to wean trapca off an almost total reliance on Sida funding. Even if only for sustainability reasons, the Evaluation Team is of the opinion that ESAMI and trapca should urgently address the issue of how trapca can become either self-sufficient, or at least not continue to be totally reliant on Sida funding.

The Evaluation Team proposes that trapca prepares an exit strategy based on a detailed Business Plan. The Business Plan would address how to reduce costs further as well as how to raise revenue but to still maintain the core function of trapca which is to provide the MSc course to LDC and LIC participants – and to do this in a way that the students from the LDCs and the LICs are not charged the full costs of the course.

The Evaluation Team would regard the **support from LUSEM to be non-negotiable**, if trapca is to continue to offer the MSc programme, which is its major product. Indirect support to trapca by Sida through LUSEM is, therefore, considered to be critical support that should continue throughout the period the exit strategy is implemented and probably beyond this period.

It is recommended that the development of a Business Plan involve the following:

1. A rigorous and thorough assessment of what **similar types of courses** are available to African professionals in the areas to trade policy, trade law and trade facilitation and what the various strengths and weaknesses of each institution and course are.
2. An assessment of what the **demand in the market** is for trade policy, trade law and trade facilitation courses and capacity building and determine what role trapca could play in meeting this demand. This will involve defining niche markets for trapca. For example, trapca already has a comparative and competitive advantage in delivering an MSc programme in trade policy and law. There could, however, be other niche markets that trapca could successfully explore, such as:
 - Other MSc programmes. trapca has already started to explore the possibility of doing an MSc programme in trade finance and this, and other possible topics, for a MSc programme, could be explored in the Business Plan.

- Awarding a trapca diploma to students who have completed the preliminary on-line courses in preparation for the MSc in trade law and policy. In this way trapca/ESAMI can develop its own brand, with oversight coming from LUSEM, as these preliminary on-line courses are monitored by the Academic Director and his team as part of the selection process for the MSc programme. This diploma could be opened up to anyone and all participants would be charged a fee³⁹ so the courses would be income generating and create a revenue stream for trapca.
 - Preparing trade negotiators in the fundamentals of negotiating free trade agreements and especially geared to the requirements of African states as they negotiate the Africa Continental Free Trade Agreement (CFTA).
 - Assisting countries to implement the Trade Facilitation Agreement (TFA). Most African countries have ratified the TFA but are not well equipped to know how implementation should take place as this involves a multi-sectoral approach as well as an approach that combines technical know-how with changes to national laws and regulations.
3. Preparation of a Marketing and Advocacy Strategy for trapca that takes advantage of the ESAMI presence in 10 southern and eastern African countries and the niche markets that have been identified.
 4. Options for how courses can be delivered at a national level and in other regions. For example, if, through the Marketing and Advocacy Strategy, trapca gets an opportunity to train professionals in implementing the Trade Facilitation Agreement it will need to identify a local institution it can partner with and deliver the training in-country. It should also develop capacity in-country to deliver this training and work with in-country professionals and train the trainers. If the Business Plan suggests that trapca should continue to deliver the MSc in French and to West African country citizens it would also probably make sense to identify a training institution it can partner with in West Africa to keep costs down and broaden the appeal of the trapca MSc for West African French speakers. It may, for example, be interesting to explore

³⁹ The fees charged to deserving students (from LDCs and LICs and female students) would be covered by bursaries and/or scholarships so trapca would still receive an income from these students.

the possibility of using the UNECA training institute in Dakar – the African Institute for Economic Planning and Development – and so link up with UNECA.

5. Examination of additional and innovative ways in which to reduce costs of courses even further. It should be noted, however, that the more courses that trapca can run, the lower will be the fixed overheads for each course.
6. A restructuring of the MSc programme so that all students are charged the cost of the MSc, including all overheads. Deserving students (meaning students from LDCs and LICs and female students who have the necessary qualifications for entry) will then be offered bursaries and/or scholarships. The Business Plan will suggest ways in which the bursaries/scholarships can be financed but could include marketing the bursaries/scholarships to:
 - Prominent African entrepreneurs who have already indicated an interest in assisting with the integration of the Africa continental market. This would include the group of African entrepreneurs who are part of the Afrochampions Initiative that, amongst other things, promotes advocacy on Private-Sector driven African integration; policy innovations to drive intra-African commerce; corporate best practices that champion Africa; capacity building in pan-African multinational management; corporate networking; and research, benchmarking and knowledge-sharing.
 - Donors who are interested and willing to contribute to trade and trade policy capacity building in Africa and especially those that are willing to support the advancement of the Africa CFTA and the TFA including DFID, USAID, etc.
 - African and International non-profit organisations and NGOs such as the Bill and Melinda Gates Foundation; the Tony Elumelu Foundation; the Benthurst foundation; the William and Flora Hewlett Foundation; etc.
 - Large Multinationals in Africa and African Companies such as DHL; Dangote; MTN Group; Ethiopian Airlines; Naspers; and commercial banks.

The Business Plan should take advantage of the good links and support that trapca has and especially use the people on the Board and the Academic Advisory Council and transform them into a trapca advocacy group or “Friends of trapca”.

Sida funding should be **gradually reduced**. In the first year Sida could finance trapca much as it has done in previous years, meaning that Sida would finance trapca to deliver the MSc programme. But during 2018 trapca should prepare a Business Plan

that charts a way forward that does not involve Sida financing core costs. The recommendation of the Evaluation Team is that the Business Plan should focus on selling a product (such as the MSc) and costing this product so that it includes core financing but is marketed as a MSc which can be “sold” to donors (including Sida) and private sector benefactors.

6 Conclusions

trapca and its MSc in trade law, trade policy and trade facilitation is unique in Africa. Currently, there are no other institutions or programmes offering a similar product to the same level as trapca. The uniqueness is demonstrated by a number of features, most prominently the focus on the needs of African LDCs and LICs – and on women – and the close relationship with Lund University.

Sida's support to trapca has high **relevance**. The courses are responsive to the needs and interest of the target group and the priorities of government and private sector actors engaged in various aspects of trade. The curriculum is continually updated to the changing situation in Africa. As a result, the demand for places on the trapca courses is consistently high. The programme is also well-aligned with Sweden's regional development cooperation strategy for 2016-2021.

trapca is **efficiently** run in the sense that course delivery and education quality is consistently high. The increasing use of the e-learning platform, along with a range of other cost-saving measures in recent years, has further accentuated this comparative advantage of trapca. At the same time, operational costs remain high and make it difficult to argue with certainty that trapca Sida has received value-for-money. As both Sida and ESAMI provide oversight through different channels and reporting processes, the need for a separate trapca Board should be reconsidered. The AAC could play a more continuous and demand-oriented role.

The **institutional arrangements** whereby trapca is set-up as semi-autonomous centre within ESAMI are not optimal but works to the general satisfaction of all stakeholders. The options of turning trapca into a separate legal entity or fully embedding the programme in ESAMI's structure neither seem feasible nor desirable under current circumstances. LUSEM has a continued role to play in trapca especially by maintaining a high standard for the MSc, which is a major selling point. At the same time LUSEM's continued involvement in the governance and general management of trapca makes it difficult to establish accountability for funds and results. In general, there is need for more clearly defining roles and responsibilities within the relationship between ESAMI, trapca and LUSEM.

Programme **effectiveness** is not easily evaluated due to weaknesses in trapca's M&E system. While there is evidence to suggest that MSc graduates have become more engaged in trade-related matters and that their overall performance at work has improved, the sustained effect has not been systematically tracked. For Phase IV of trapca more realistic and measurable objectives and outcomes adapted to the nature of the trapca programme would be warranted.

The **impact** of the courses are most clearly felt by the participants, many of whom have become more actively involved in trade matters, including analysis and research, debates, policy development and trade negotiations. As indicated above, there are no discernible effects on the trade policy matters of participants' countries.

It is likely that the benefits of trapca are **sustainable** as the competence developed will remain with the individuals trained. The ability of trapca to continue generating benefits is however contingent upon the centre making a real effort to reduce its reliance on Swedish funding. This effort needs to be based on a rigorous Business Plan with realistic options for raising revenue while maintaining the core function of trapca, i.e. to provide the MSc course to LDC and LIC participants, with preference given to women, at subsidised rates.

With regard to **cross-cutting issues**, trapca has a good track record of attracting female participants. On the other hand, there is a need to move from intent to action when it comes to integrating gender considerations in the planning, management and monitoring of trapca as well as in the recruitment of staff and lecturers. The rights-based values of transparency and accountability are indirectly reflected in trapca's communication and reporting system and the existence of formal governance structures, but there is significant scope for improvement in both these areas.

7 Recommendations

7.1 RECOMMENDATIONS TO SIDA

1. Sida should positively consider **further support to trapca beyond 2018** based on a comprehensive **trapca Business Plan** that should be prepared and implemented within 12 months. Sida would then decide on its final exit strategy and financing plan for the exit strategy on the basis of the Business Plan. The Business Plan should address how costs could be further reduced as well as how to raise revenue while maintaining the core function of trapca, i.e. to provide the MSc course to LDC and LIC participants, with preference given to women, at subsidised rates.
2. Sida should positively consider **further support to LUSEM** for supporting and accrediting the MSc. The support should be based on the above-mentioned Business Plan and be framed by an agreement that clearly delineates the academic services and capacity building assistance – and related outputs – to be delivered by LUSEM.
3. Sida should require that **trapca strengthen its accounting and financial reporting procedures**. Detailed budget-to-actuals statements should be submitted on a semi-annual and annual basis and the audited financial report should include and clearly separate all incomes and expenditures of trapca by funding source. Supporting information and deviations should be fully explained in comprehensive notes.
4. trapca should, in consultation with Sida and its auditor, **strengthen its accounting and financial reporting procedures**. This should include standardising the classification/coding and presentation of programme and operational/administrative costs and develop a financial reporting format that makes it possible for Sida and other stakeholders to systematically follow-up on the implementation of the Annual Work Plan and Budget. If possible, the auditors should use and verify expenditures in the same format.
5. Sida should **explore possible synergies** between the support to trapca and other Sida-funded regional as well as global and national projects. Priority should be given to establishing complementarities with trade-related initiatives within the bilateral development cooperation with individual countries in the Sub-Saharan region. National institutions and organisations

supported by Sida could be encouraged to procure courses from trapca and/or avail of the existing course offering.

7.2 RECOMMENDATIONS TO TRAPCA

1. trapca should, in consultation with Sida and its auditor, **strengthen its accounting and financial reporting procedures**. This should include standardising the classification/coding and presentation of programme and operational/administrative costs and the development of a financial reporting format that makes it possible for Sida and other stakeholders to systematically follow-up on the implementation of the Annual Work Plan and Budget. If possible, the auditors should use and verify expenditures in the same format.
2. trapca should in consultation with Sida prepare a Terms of Reference for the **development of a comprehensive Business Plan/Sida exit-strategy** and procure a suitable consultant to undertake this assignment as soon as possible. The ToR should require the consultant to:
 - Conduct a rigorous assessment of similar types of courses available to African professionals, the outstanding demand for such courses, and what trapca's strategic niche would be in this context;
 - Develop a proposed Marketing and Advocacy Strategy for trapca that takes advantage of ESAMI's presence in 10 African countries and the niche markets that have been identified;
 - Identify how courses can be delivered at a national level and in other regions;
 - Examine additional and innovative ways in which to reduce costs of courses even further;
 - Make recommendations on how to finance and market bursaries/scholarships for the MSc course, and;
 - Explore ways of using Board and AAC members in the marketing of trapca.
3. trapca should **hire a Consultant/Business Development and Marketing Specialist** to lead and coordinate the implementation of the Business Plan. The consultancy should be performance-based with payments linked to the delivery of activities and outputs defined in the Business Plan.
4. trapca should **strengthen the AAC** as a mechanism for academic guidance and quality assurance. The mandate of the AAC should be revised to ensure that trapca can draw upon its expertise (or the expertise of individual members) throughout the year. The membership should be fixed but on a

rotating basis for a two-year period during which members commit to provide remote advisory services on a call-off basis.

5. trapca should **revise the cost structure of the MSc programme** so that all students are charged the real cost of the MSc, including overheads, and, based on this, calculate and define the amount/costs that could be covered by bursaries/scholarships for participants fulfilling the trapca scholarship criteria.
6. trapca should carefully consider the purpose, target group and format for its **annual conferences** and (possible) other **policy dialogue forums**. These meetings should not be on-off events but be carefully justified based on the Results Assessment Framework and their contribution to trapca's new Marketing and Advocacy Strategy (to be developed as part of the Business Plan).
7. trapca should in its Annual Work Plan and Budget include activities and resources for promoting **gender mainstreaming**. This should include activities for integrating gender perspectives into course curriculum, completing the accommodation facilities for female participants with small children, updating the Results Assessment Framework with gender-sensitive indicators, and ensure the collection of gender-disaggregated data.
8. trapca should **develop a M&E system** that makes it possible for the trapca management to track the implementation of the Annual Work Plan and Budget and progress made against the overriding Results Assessment Framework on a continuous basis. The system should provide all relevant data on courses, participants (admission and completion rates), and scholarships, and inform trapca's Annual Reports.
9. trapca should employ a **Senior Administrator** and fill this position with a qualified, externally recruited person. This person should be responsible for maintaining data on courses and participants and handle the administrative aspects of the admission and scholarship award processes, hence relieving the Trade Experts of their corresponding duties.

7.3 RECOMMENDATIONS TO ESAMI

1. ESAMI should, in line with existing agreements with Sida and LUSEM, assist trapca in its efforts to diversify its income base. This should entail making sure that its **in-kind and in-cash contributions are properly made available to trapca and spent on agreed costs**, providing additional **in-kind support** to the implementation of trapca's new Marketing and Advocacy Strategy as well as increasing ESAMI's **financial contribution** to also include salaries, administrative costs and other operational costs that are currently provided against a fee.

2. ESAMI should consider **disbanding the Board** and re-allocating its roles and responsibilities to ESAMI (with regard to financial oversight) and the AAC (with regard to academic oversight). This is primarily done to streamline trapca's governance and management structure and save costs. The current members of the Board could be invited to be part of a Friends of Trapca network, and hence continue to be involved in the marketing of trapca.

Annex 1 – Terms of Reference

(Abbreviated version)

1. Evaluation purpose: Intended use and intended users

The purpose of the evaluation is to gain an understanding of trapca's performance as a provider of academic education and training in the field of trade policy, trade law and trade facilitation, and to provide guidance to Sida regarding possible future contribution to trapca's activities.

The primary intended users of the evaluation are Sida, represented by the regional section of the Embassy of Sweden in Addis Ababa, trapca management, and the Lund University School of Economics and Management (LUSEM).

2. Evaluation object and scope

The evaluation object is trapca (Trade Policy Training Centre in Africa). Trapca was established in 2006 as a joint initiative of the Eastern and Southern Africa Management Institute (ESAMI) and Lund University of Sweden, with funding from the Swedish International Development Cooperation Agency (Sida). The Centre is hosted at the ESAMI headquarters in Arusha, Tanzania. ESAMI is owned by ten member governments: Kenya, Malawi, Mozambique, Namibia, Seychelles, Swaziland, Tanzania, Uganda, Zambia and Zimbabwe.

Trapca has received core support from Sweden since its establishment and is to date in principle entirely dependent (about 95%) on the Swedish funding. Since its establishment, trapca has completed two programme cycles – Phase I (2006-2010) and Phase II (2011-2016), the current third phase of support runs from 1 January 2017-31 December 2018. An expected evaluation at the end of second phase was postponed and is to be included in the mid-term review. The period to be covered in the evaluation is thus 2013-2017.

The core mandate of trapca is to build capacity in matters related to trade policy in its target countries through the offering of training of high academic standard and the provision of a forum for the exchange of knowledge, information and experiences. In the execution of its mandate, trapca offers academic courses on trade policy, trade law, and trade facilitation at three different levels (foundation, intermediary and advanced/ masters), organizes tailor-made training and workshops on issues of relevance to target countries, as well as facilitates policy dialogue (high level annual policy conferences and research forums). Through the provision of academic education and training, trapca works to build both the conceptual/theoretical and

applied competencies of trade policy officials and other stakeholders in the target countries, with the ultimate aim of enhancing independent thinking and analysis.

Previous experience has shown that trapca is capable of delivering against set targets and is able to offer high quality and cost efficient trade-related education to relevant individuals who, after the education received at trapca, also use the knowledge acquired within relevant institutions. However, trapca has almost been entirely dependent on financial support from Sida. This is considered to be an important risk. In addition to providing academic education trapca has partnered with agencies to provide tailored courses to selected participants,. This has been funded by WB, DFID, ACP Secretariat, and the FAO.

The cumulative trained participants during the period 2006-2016 at each level are: executive 1,008, foundation 1,241, intermediate 2,076, advanced 1,915, Intermediate diploma (PGDI) 149, advanced diploma (PGDA) 177 and MSc 142. The total number of participants for this period is 6,708, although the number of people trained is lower since many students have attended several courses. Participants who completed a total of five Advanced Courses were given an award of Post Graduate Diploma, Advanced Level, while those that completed ten advanced courses together with a thesis received an award of Master of Science Degree.

Students come primarily from sub-Saharan African LDCs, but in total some 7 300 participants from around 69 countries have been trained by trapca (some attending more than one course). They are primarily officials from the public sector, but representatives from e.g. the private sector and civil society have also studied at trapca.

The scope of the evaluation is:

- The relevance of trapca - including a) demand (is it high - if so why? E.g. closeness, quality, reputation, accreditation by Lund, free), b) results, c) impact on stakeholders and target countries, d) are there any alternative providers of an education of a similar character and quality?);
- Quality of education provided;
- Implementation and delivery methodologies (e-learning, on-site courses at trapca, in-country courses);
- Governance (organisational set-up, roles and performance of management, board, and academic advisory committee);
- Institutional arrangement, relations and roles (trapca/ESAMI, trapca/Lund university)

- Financial matters, including financial sustainability: funds budgeted and spent, cost structure, value for money.

For further information, the programme document is attached as Annex D. The scope of the evaluation and the theory of change of the programme shall be further elaborated by the evaluator in the inception report.

3. Evaluation objective and questions

The objectives of this evaluation are two-fold:

- make a mid-term evaluation to assess the effectiveness of the implementation of trapca, in accordance with the programme document.
- evaluate the relevance, efficiency, effectiveness, impact and potential sustainability of trapca and formulate recommendations as an input to upcoming discussions concerning the possible preparation of a new phase of the project.

The specific evaluation questions are:

- Is trapca meeting an important need and demand?
- Is the admission process of students, and awarding of scholarships efficient and transparent? Which category of students should be targeted? Government officials, private sector representatives, a mix of the two, others?
- Are any results of its education and training discernible in the trade policy matters of the participants'/students' countries?
- Is the organisation efficiently run?
- Does it provide value for money (to the funders and to the students and their (prospective) employers?) ?
- In what way, if at all, should Sweden continue providing financial support to trapca, and in what form? How can trapca decrease its reliance on Swedish funding? What could an exit plan for Swedish funding look like?

Relevance

- To which extent has the project conformed to the needs and priorities of the beneficiaries (students, employers, economy)?
- To which extent does it comply with, and contribute to the aims and goals expressed in the Strategy for Sweden's regional development cooperation in Sub-Saharan Africa 2016-2021?

Efficiency

- Can the costs for the project be justified by its results?

Effectiveness

- To which extent have the project contributed to intended outcomes? If so, why? If not, why not?

Impact

- What is the overall impact of the project in terms of direct or indirect, negative and positive results?

Sustainability

- Is it likely that the benefits of the project are sustainable?

The following questions are expected to be developed in the tender by the tenderer and further developed during the inception phase of the evaluation.

- Has the project contributed to poverty reduction? How?
- Has the project been implemented in accordance with the rights perspective: i.e. Have target groups been participating in project planning, implementations and follow up? Has anyone been discriminated by the project through its implementation? Has the project been implemented in a transparent fashion? Are there accountability mechanisms in the project?
- Has the project been designed and implemented in a conflict sensitive manner?
- Has the project had any positive or negative effects on gender equality? Could gender mainstreaming have been improved in planning, implementation or follow up?
- Has the project had any positive or negative effects on the environment? Could environment considerations have been improved in planning, implementation or follow up?

4. Methodology and methods for data collection and analysis

Trapca is based in Arusha, Tanzania, and its academic partner, Lund University is based in Lund, Sweden. Trapca's students come primarily from African LDCs (Anglophone and Francophone), plus Kenya.

It is expected that the evaluator describes and justifies an appropriate methodology and methods for data collection in the tender. The evaluation design, methodology

and methods for data collection and analysis are expected to be fully presented in the inception report.

Sida's approach to evaluation is utilization-focused which means the evaluator should facilitate the entire evaluation process with careful consideration of how everything that is done will affect the use of the evaluation. It is therefore expected that the evaluators, in their tender, present i) how intended users are to participate in and contribute to the evaluation process and ii) methodology and methods for data collection that create space for reflection, discussion and learning between the intended users of the evaluation.

Evaluators should take into consideration appropriate measures for collecting data in cases where sensitive or confidential issues are addressed, and avoid presenting information that may be harmful to some stakeholder groups.

5. Organisation of evaluation management

This evaluation is commissioned by the Regional Section of the Embassy of Sweden in Addis Ababa, Ethiopia. As the evaluation will serve as an input to the decision on whether trapca shall receive continued funding or not, and if so, in what form, the intended user is the Regional Section of the Embassy of Sweden in Addis Ababa, Ethiopia. The evaluated entity, trapca, and its academic partner, Lund University School of Economics and Management (LUSEM), have contributed to the ToR and will be provided with an opportunity to comment on the inception report as well as the final report, but will not be involved in the management of the evaluation. Hence the Regional Section of the Embassy of Sweden in Addis Ababa, Ethiopia will evaluate tenders, approve the inception report and the final report of the evaluation. The start-up meeting and debriefing workshop will be held with the Regional Section of the Embassy of Sweden in Addis Ababa, Ethiopia only.

6. Evaluation quality

All Sida's evaluations shall conform to OECD/DAC's Quality Standards for Development Evaluation. The evaluators shall use the Sida OECD/DAC Glossary of Key Terms in Evaluation. The evaluators shall specify how quality assurance will be handled by them during the evaluation process.

7. Time schedule and deliverables

It is expected that a time and work plan is presented in the tender and further detailed in the inception report. The evaluation shall be carried out during January-May 2018. The timing of any field visits, surveys and interviews need to be settled by the evaluator in dialogue with the main stakeholders during the inception phase. The inception report will form the basis for the continued evaluation process and shall be approved by Sida before the evaluation proceeds to implementation. The inception report should be written in English and cover evaluability issues and interpretations

of evaluation questions, present the methodology, methods for data collection and analysis as well as the full evaluation design. A specific time and work plan for the remainder of the evaluation should be presented which also cater for the need to create space for reflection and learning between the intended users.

The final report shall be written in English and be professionally proofread. The final report should have clear structure and follow the report format in the Sida Decentralised Evaluation Report Template for decentralised evaluations (see Annex C). The methodology used shall be described and explained, and all limitations shall be made explicit and the consequences of these limitations discussed. Recommendations should be specific, directed to relevant stakeholders and categorised as a short-term, medium-term and long-term. The report should be no more than 35 pages, excluding annexes. The evaluator shall adhere to the Sida OECD/DAC Glossary of Key Terms in Evaluation.

Annex 2 – Evaluation matrix

Evaluation criteria	Evaluation questions from the ToR (additional questions in italics)	Tentative indicators	Methods/sources
Relevance	- Is trapca meeting an important need and demand? Is the demand high, and if so, why? To which extent has the project conformed to the needs and priorities of beneficiaries (students, employers, economy)? - Are there any alternative providers of an education of a similar character and quality? <i>What can trapca offer that other similar organisations/programmes cannot?</i>	- Number of applications and course participants over time - Participants' reasons for applying to trapca courses - Relevance of curriculum as perceived by participants and employers - Extent to which trapca courses cover the issues that countries are requesting technical assistance in from ICPs and donors.	- trapca course statistics/annual reports 2013, 2016 and 2017 tracer studies - Focus group discussions with course participants and (remote) interviews with selected alumni (Remote) interviews with selected employers - Assessment and validation of trapca's contextual analysis (as documented in trapca's strategic plan 2017-2021) - ToRs from programmes such as TradeCom II, SADC TRF, EDF10 and EDF11, etc. - Interviews with trapca management, staff and Board - Interviews with Tralac, University of Adelaide/Institute for International Trade
	To which extent does the project comply with, and contribute to the aims and goals expressed in the Strategy for Sweden's regional development cooperation in Sub-Saharan Africa 2016-2021?	Extent of alignment between trapca's strategic plan 2017-2021 and the Strategy for Sweden's regional development cooperation in Sub-Saharan Africa 2016-2021	- Strategy for Sweden's regional development cooperation in Sub-Saharan Africa 2016-2021 - trapca's strategic plan 2017-2021 - Interviews with Sida programme managers
Efficiency	Is the admission process of students, and awarding of scholarships efficient and transparent? Which category of students should be targeted? Government officials, private sector representatives or a mix of the two, others? <i>Are relevant target groups trained?</i>	- Existence of clear and easily accessible requirements/criteria for admission and scholarships – and related systematised and documented procedures - Extent of alignment between trapca's mission, vision and strategic objectives and the actual profile of students over time – rate of participation of students from LDCs in regular /CITD, short courses, MSc) trapca*	- Selection criteria for students, scholarship guidelines, trapca website, internal policies, meeting minutes (admission panels) - trapca course statistics/annual reports 2013, 2016 and 2017 tracer studies - trapca strategic plan 2013-2017 - Focus group discussions with course participants and (remote) interviews with selected alumni - Interviews with trapca, partners, external stakeholders
	Is the quality of education adequate?	Existence of competent faculty	Qualitative assessment of curriculum/course outlines

ANNEX 1 – TERMS OF REFERENCE

Evaluation criteria	Evaluation questions from the ToR (additional questions in <i>italics</i>)	Tentative indicators	Methods/sources
	- How appropriate are the implementation and delivery methodologies (e-learning, on-site courses, in-country courses)? <i>What is the value added of the annual conferences and policy forums?</i>	- Students' satisfaction level - Share of course participants passing exams/obtaining degrees - Completion rates for courses delivered on-site, in-country, and on-line - Participants' perception of the quality/usefulness of annual conferences and policy forums	- Comparative review of CVs and lecture notes/presentations and quality standards - Direct observation of lectures, training facilities, student accommodation, etc. - Review of sample course evaluation forms - Assessment of e-learning platform (qualitative and based on course data) - Qualitative assessment of quality assurance system - Focus group discussions with course participants and (remote) interviews with selected alumni - Interviews with LUSEM and faculty/lecturers - Interviews with selected participants of annual conferences and policy forums
	Can the costs for the project be justified by its results? Does trapca provide value for money (to the funders and to the students and their (prospective) employers)?	- Perceptions of alumni and employers - Cost per training course/participant - Cost of annual conferences/policy forums - Share of administrative/programme costs - Extent of cost-saving measures	2013, 2016 and 2017 tracer studies (remote) interviews with selected alumni and employers - trapca annual financial statements (audited) and accounting records (as necessary) - Money flow analysis - trapca annual reports - interviews with trapca managers and staff
	- Is the organisation efficiently run? How appropriate is the governance (and management) structure and capacity (organisational set-up, roles and performance of management, board, and academic advisory committee)? - How appropriate are the institutional arrangements, relations and roles in the programme (trapca/ESAMI, trapca/LUSEM)? <i>Are there any links with other similar programmes and could these be more efficiently exploited?</i>	- Extent to which staff structure/capacity and programme size/nature are aligned - Extent to which roles and responsibilities have been defined and appropriate oversight/reporting mechanisms are in place - Composition of the Board of Directors and Academic Advisory Council, frequency and nature of meetings, and level of quality and spending control exercised - Value-added versus costs of trapca, ESAMI, and LUSEM	- trapca organisational chart and job descriptions - trapca strategic plan 2017-2021 - trapca programme document 2017-2021 2016 efficiency audit and trapca follow-up plan - Minutes of meetings of the Board and Academic Advisory Council - Interviews with trapca staff as well as members of the Board and the Academic Advisory Council - Interviews with other ESAMI staff and LUSEM - MoU ESAMI-LUSEM and related ToRs - Annual financial reports and audited statements - Qualitative assessment of performance of/costs incurred by ESAMI and LUSEM - Interviews with Tralac, University of Adelaide/Institute for International Trade

ANNEX 1 – TERMS OF REFERENCE

Evaluation criteria	Evaluation questions from the ToR (additional questions in <i>italics</i>)	Tentative indicators	Methods/sources
Effectiveness	<i>What are the results of the project?</i> To which extent has the project contributed to intended outcomes? If so, why? If not, why not?	- Level of achievement of medium-term outcomes: Proportion of trapca participants from sub-Saharan African LDCs and LICs active in - international and bilateral trade negotiations, - policy research, academic debates, trade policy, law and facilitation and development - trade analysis* - Level of achievement of expected short-term outcomes: - high quality and relevant training, - Relevant target beneficiaries trained - Effective partnerships established - Enhanced trade policy networking - Effective strategic governance - Effective operational management - Enhanced conditions for financial sustainability*	2013, 2015 and 2017 tracer study and 2016 impact assessment - trapca's annual reports (remote) interviews with selected alumni and employers (remote) interviews with trapca partners and external stakeholders - Interviews with trapca managers and staff - Qualitative assessment
Impact	What is the overall impact of the project in terms of direct or indirect, negative and positive results? Are any results of its education and training discernible in the trade policy matters of the participants'/students' countries? Has the project contributed to poverty reduction? How?	- Existence of plausible causal narrative between the deliverables of the programme and - intra-regional trade flows - number of countries having ratified and notified TFA measures - integration level of RECs - progress in the establishment of CFTA among target countries*	- Global, regional and national trade data - TFA self needs assessments for selected countries - Minutes and reports of NTFCs of selected countries (remote) interviews with selected alumni and employers (remote) interviews with trapca partners and external stakeholders - Qualitative review of course outlines, curriculum and policy dialogue agendas and reports - Qualitative assessment, including validation of theory of change
Sustainability	<i>How financially sustainable is TRAPCA?</i> - Is it likely that the benefits of the project are sustainable? - In what way, if at all, should Sweden continue providing financial support to TRAPCA, and in what form? How can TRAPCA decrease its reliance on Swedish funding? What could an exit plan for Swedish funding look like?	- Extent of recurrent, long-term and diversified funding available to trapca - Equity and current/liquidity ratios - Rate of own income to total turnover** - Extent to which trapca has contributed to improving/expanding career prospects - Existence of a plausible strategy and plan for income diversification	- Annual financial reports and audited statements 2013, 2015 and 2017 tracer study and 2016 impact assessment (remote) interviews with selected alumni - Interviews with trapca management and staff and Board of Directors - Qualitative analysis of fundraising strategy - Interviews with Sida officials
Crosscutting issues	Has the project been implemented in accordance with the rights perspective: i.e. have target groups been participating in project planning,	- Existence of anti-discrimination policy and procedures - Availability of course information and annual financial statements on website	- Review of trapca's internal policy and procedural framework - Trapca website - Board governance document, job descriptions, internal

Evaluation criteria	Evaluation questions from the ToR (additional questions in <i>italics</i>)	Tentative indicators	Methods/sources
	implementation and follow up? Has anyone been discriminated by the project through its implementation? Has the project been implemented in a transparent fashion? Are there any accountability mechanisms in the project? <i>- What policies and procedures are in place in trapca to prevent/counteract discrimination based on ethnicity, nationality, age, gender, race, economic condition, disability and religion?</i> <i>- Is information about the programme, including admission and scholarship procedures, financial data, etc., available and accessible by key stakeholders?</i> <i>- How adequate are the existing reporting mechanisms and tools and the overall programme control environment?</i>	Existence of formalised mandates/job descriptions, performance appraisal system, and narrative and financial reporting mechanisms	regulations/manuals, narrative and financial reports 2013-2017 - Board meeting minutes - Interviews with trapca managers and staff as well as Board members
	Has the project been designed and implemented in a conflict sensitive manner? <i>- To what extent is the relationship between trade, conflict and peace reflected in training curriculum and policy dialogue agendas?</i>	-	Qualitative analysis of course outlines/curriculum and policy dialogue agendas and reports
	Has the project had any positive or negative effects on gender equality? Could gender mainstreaming have been improved in planning, implementation or follow-up? <i>- Has trapca managed to ensure a good gender balance in training courses, among staff, lecturers, etc?</i> <i>- To what extent have gender considerations informed trapca planning, management and monitoring?</i>	- Men/women ratio in training courses and trapca management team, Board, Academic Advisory Council and faculty - Extent to which curriculum/policy dialogues address the relationship between trade and gender equality and gender equality considerations have been mainstreamed - Extent to which training delivery methods and related arrangements have been developed in a gender-sensitive manner	2013, 2016 and 2017 tracer studies - Qualitative analysis of course outlines/curriculum, policy dialogue agenda and report, and training delivery methods and facilities - Focus group discussions with participants and (remote) interviews with selected alumni - Interviews with trapca management and staff - Direct observation of training and accommodation facilities - trapca annual reports
	Has the project had any positive or negative effects on the environment? Could environment considerations have been improved in planning, implementation or follow-up? <i>- To what extent have training programmes and</i>	Existence of environmental impact assessment and environmental policy	(remote) interviews with selected alumni and employers - course curriculum, policy dialogue agendas and reports - trapca annual reports - trapca strategic plan 2017-2021 and internal policies and procedure manuals

ANNEX 1 – TERMS OF REFERENCE

Evaluation criteria	Evaluation questions from the ToR (additional questions in italics)	Tentative indicators	Methods/sources
	<i>policy dialogues highlighted the agriculture, climate change, environment and trade nexus?</i> <i>- What policies and means are in place to minimise trapca's carbon footprint and ensure environmentally responsive and resource efficient processes?</i>		• Qualitative analysis of training delivery methods and arrangements

Annex 3 - Documentaion

Agreement between ESAMI and Sweden on Phase II of Trade Policy Training Centre in Africa (trapca).

Amendment to the "Arrangement between Sida and Lund University on Support of the Programme 'Trade Policy Training Centre in Africa' during 2011-2015" regarding an extension of the activity period, extension of the agreement period and additional funds.

Andersson, B., Bertelsmann-Scott, T. & Pain, A (2013). *Mid-Term Review of the Trade Policy Training Centre in Africa, trapca*. Sida Decentralised Evaluations. 2013:24.

Annual financial reports by Lund University 2013-2017.

Annual reports by Lund University. Trapca activities by Lund University staff 2013-2017.

Annual work plans and budgets 2013-2018.

Approved Annual Work Plans and Budgets for 2013-2018.

Arrangement Between Sida and Lund University on support of the Programme " Trade Policy Training Centre in Africa" during 2011-2015.

CVs of trapca staff members.

Detailed Selection Criteria – MSc Pre-Requisite Short Courses.

Audited financial reports and statements 2013-2017.

Draft Implementation Matrix of Board Decisions Arising, 2015-2017.

Draft minutes of Academic Advisory Council meetings 2015-2017.

E&Y (2018). *Sida Remuneration Survey. Final Report (Coded).*

ESAMI (2008). *Approved Daily Subsistence Rates for travel.*

ESAMI and trapca disbursements process 20th May 2017.

ESAMI/Lund University (2011). *Support to the Trade Policy Training Centre in Africa (trapca) Programme Document – Project Proposal for phase II 1 April 2011-31 December 2015. Consolidation of trapca.*

ESAMI/Lund University (2017). *The Trade Policy Training Centre in Africa (trapca) Programme Document – Consolidation towards sustainability 2017-2021.*

ESAMI/Lund University (2017). *trapca' s Strategic Plan 2017-2021.*

Imani Development (2016). *trapca Impact Assessment. Final Report.*

Job descriptions of trapca staff members.

Kisaka and Company Certified Public Accountants and Management Consultants (2011). *A Systems Based Audit Report on ESAMI-trapca.*

Larsen, B & Pearson, M (2009). *Trapca – Trade Policy Training Centre in Africa.* Sida Review. 2009:27.

Ministry for Foreign Affairs, Sweden (2016). *Strategy for Sweden' s regional development cooperation in Sub-Saharan Africa 2016-2021.*

Minutes of trapca Annual Review Meetings 2013-2017.

Minutes of trapca Board meetings 2015-2017.

PWC (2014). *Establishment of trapca Basket Fund. Towards Financial Sustainability.*

PWC (2016). *Efficiency audit of the Trade Policy Training Centre in Africa (Trapca).*

Saana Consulting (2018). *Mid-Term Evaluation of Sida support to the Trade Law Centre (Tralac). Final Report.*

Selection and Qualification Criteria – Advanced courses, post-graduate diploma and Master Programme.

Service Purchase Agreement between Sida and Lund University 1 January 2017-31 December 2018.

Specific Agreement between ESAMI and Sida for the support to trapca 1 January 2017-31 December 2018.

trapca (2011). *Approved Green trapca Statement of Intent.*

trapca (2011). *Support to trapca. Programme Document. Project Proposal for phase II. Consolidation of trapca.*

trapca (2012). *Report. 3rd Graduate Tracer Survey and Impact Assessment.*

trapca (2014). *Action Plan for implementing issues arising from the 2013 MTR Report.*

trapca (2014). *Proposed Amendment to Prodoc II.*

trapca (2016). *Academic Advisory Council Governance Policy.*

trapca (2016). *Action Plan for implementing issues arising from the 2015 Efficiency Audit.*

trapca (2016). *Trade Facilitation Training Facility (TFTF) Annual Report 2016.*

trapca (2017). *Board Governance Document. Policy Manual.*

trapca (2017). *Consolidation towards sustainability. Programme Document 2017-2021.*

trapca (2017). *Students Handbook. Rules and Regulations Relating to Programmes and The Conduct and Discipline of Students.* Fourth Edition.

trapca (2017). *Trapca' s Financial Management Accounting and Administration Manual.*

trapca (2017). *Trapca' s Strategic Plan 2017-2021.*

trapca (2018). *Draft Tracer and Needs Survey Report.*

trapca annual reports 2013-2017.

trapca detailed selection criteria – MSc Pre-Requisite Courses

trapca selection and qualification criteria – Advanced courses, Post-Graduate Diploma and Master' s Programme

trapca Student Scholarship Guidelines.

Annex 4 - Interviewees

Name	Position	Organisation
Banda, Sandy	Senior Accountant	ESAMI
Bellman, Christophe	Member of trapca Academic Advisory Council, Programmes Director ICTSD	ICTSD
Bursvik, Eva	Counsellor, Programme Manager Trade and Economic Integration	Embassy of Sweden, Lusaka
Chekwoti, Caiphas	Trade Policy Expert	trapca
Chilala, Bridget	trapca Board member (Director, ITTC-WTO)	ITTC-WTO
Degbelo, Jacques	Member of trapca's Academic Advisory Council	WTO
Ekeroth, Kristina	Vice-Chancellor	LUSEM
Falck, Hans	Academic Director trapca	LUSEM
Gebreegziabher, Mantegbosh	Course participant, TRP 501	Development Bank of Ethiopia
Gebru, Birhane	Course participant, TRP 501	Abay Bank Share Company, Ethiopia
Gullstrand, Joakim	Deputy Academic Director trapca	LUSEM
Hartzenberg, Trudi	Executive Director	Tralac
Humphrey, Mike	Course Director, IIT Africa Programme	IIT
Juthberg, Ingela	Former Trade Adviser, Africa Department, Sida	UNDP Addis Ababa
Kategekwa, Joy	trapca Board Member, Head of UNCTAD Regional Office for Africa	UNCTAD
Kaukab, Rashid	Former trapca Board Member, Executive Director CUTS Geneva	CUTS Geneva
Kessie, Edwini	Member of trapca's Academic Advisory Council	WTO
Kibowa, Rashid	Director of Trade	EAC
Kidane Julsaint, Martine	Member of trapca's Academic Advisory Council	UNCTAD
Kissinger, Chiunjira	Course participant, TRP 501	Malawi Bureau of Standards
Kiuluku, Peter	Executive Director	trapca
Kwakwa, Edward	Member of trapca's Academic Advisory Council, Senior Director, Traditional Knowledge and Global Challenges	WIPO
Laker Apecu, Joan	Member of trapca's Academic Advisory Council, Counselor	WTO
Low, Patrick	Member of trapca's Academic Advisory Council, former WTO Chief Economist/Director Research and Statistics	
Luke, David	Coordinator, ATPC	UNECA
Majo, John	trapca Board member, former ESAMI Finance and Administration Manager	ESAMI
Makong, Tsotetsi	Trade Facilitation Expert	trapca
Milner, Chris	Member of trapca Academic Advisory Council, Head of School of Economics	University of Nottingham
Motenalpi, Mohale	Course participant, TRP 501	Lesotho Revenue Authority
Motsi, Yvonne	Course participant, TRP 501	Brehe Law Firm, Zimbabwe
Mutapa, Mpafya	Principal Finance and Administration Officer	trapca
Mutebi, Edrine	Course participant, TRP 501	Uganda Revenue Authority

Mwape, Bonard	trapca Board Chairman, ESAMI Director General	ESAMI
Mwencha, Erastus	trapca Board Member, (former) Vice Chair African Union	AU
Ndolo, Janet	Personnel and Administration Officer	ESAMI
Ngolloe, Andrew	Course participant, TRP 501	Ministry of Finance, Liberia
Ngwira, James	Trade Law Expert	trapca
Osoro, Geoffrey	Member of trapca's Academic Advisory Council	EAC
Pauwelyn, Joost	Member of trapca's Academic Advisory Council	Graduate Institute Geneva
Ringborg, Erik	Former Regional Programme Manager Trade and Economic Integration	Sida
Ugiriimphuwe, Fidele	Course participant, TRP 501	Rwanda Bureau of Standards
Wilhelmsson, Fredrik	Academic Programme Coordinator	LUSEM



Evaluation of the trade policy training centre in Africa (trapca)

The present evaluation report of the trade policy training centre in Africa (trapca) covered five years (2013-2017) corresponding to the final four years of Phase II of Sida support and the first year of Phase III.

The dual objective of the evaluation was to; assess the relevance, efficiency, effectiveness, impact and sustainability of trapca, and; provide recommendations for continued Sida funding in a possible fourth phase. A mixed method approach to data collection was used, involving desk review, several on-line surveys of trapca stakeholders, interviews, a focus group discussion with students, and direct observation.

The report concludes that trapca remains a relevant undertaking. Courses are responsive to the needs of the target group, employers/supervisors, and countries at large, and the objectives are well-aligned with Sweden's regional development cooperation strategy. The report provides a set of recommendations to Sida, trapca and Eastern and Southern Africa Management Institute (ESAMI). It is proposed that an exit strategy for Sida funding of trapca is developed in the form of a comprehensive trapca Business Plan.

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