2020:13 **Sida Decentralised Evaluation**

NIRAS Sweden AB

Evaluation of Sida's regional core support (2014-2019) to the Eastern Africa Grain Council (EAGC)

Promoting grain trade in the East African region "Strengthening Regional Grain Markets II"

Final Report

Sida

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Final Report
2020

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Sida Decentralised Evaluation 2020:13
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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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Photos: Photo on p.8: EAGC team busy aggregating 190 factor notes. Photographer: Åke Nilsson.

Photo on p.30: One group almost done with factor aggregation. Photographer: Åke Nilsson

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Abbreviations and Acronyms

AGRA	Alliance for a Green Revolution in Africa
AMCOS	Agricultural Marketing Co-operative Societies
B2B	Business to Business
BRiTEN	Building Rural Incomes Through Enterprise
COMESA	Common Market for Eastern and Southern Africa
EAC	East African Community
EABC	East Africa Business Council
EAGC	Eastern Africa Grain Council
FAO	Food and Agriculture Organisation of the United Nations
G-SOKO	EAGC Grain Trade Platform
HRBA	Human Rights Based Approach
HST	Hermetic Storage Technology
IGAD	Intergovernmental Authority on Development for eight governments from the Horn of Africa
KCEP	Kenya Cereals Enhancement Project
M&E	Monitoring and Evaluation
MTR	Mid-Term Review
NASA	National Aeronautics and Space Administration (USA)
OECD	Organisation for Economic Co-operation and Development
OECD-DAC	OECD Development Assistance Committee
RATIN	Regional Agricultural Trade Intelligence Network
SEK	Swedish Kronor
Sida	Swedish International Development Cooperation Agency
SMART	Specific, Measurable, Achievable, Relevant, Time-bound
SME	Small and Medium-sized Enterprise
USD	US Dollars

Preface

The Swedish International Development Cooperation Agency (Sida) has contracted NIRAS to conduct a final evaluation of its regional core support for the period 2014-2019 to the Eastern Africa Grain Council (EAGC) promoting grain trade in the East African region "Strengthening Regional Grain Markets II".

This evaluation report has been prepared by an evaluation team with the following members:

- Åke Nilsson (team leader)
- Silas Ng'habi (agricultural value-chain and trade specialist)

Matilda Svedberg has managed the evaluation at NIRAS and Goberdhan Singh has provided quality assurance.

NIRAS and the evaluation team would like to thank the staff at EAGC in Kenya, Tanzania and Uganda, Sida headquarters in Stockholm and the embassy of Sweden in Addis Ababa, for the time and support they have provided to the evaluation. The findings, conclusions and recommendations of the report are those of NIRAS and the evaluation team.

Executive Summary

This report presents the results of a final evaluation of Sida's regional core support for the period 2014-2019 to the Eastern Africa Grain Council (EAGC) promoting grain trade in the East African region "Strengthening Regional Grain Markets II". Swedish funding to EAGC has been provided since 2008 and ended in 2019. The total amount of funding has been 55 million SEK, of which 36,5 million SEK was for the second phase.

The Swedish support has focused on the following four objectives:

1. Support the integration of smallholder farmers in the grain value chain.
2. Establish and support the development of national and regional market information systems.
3. Facilitate capacity building at various levels and awareness creation on various aspects related to grain marketing in the region.
4. Contribute to the improvement of trading environment by providing a forum through which stakeholders in the value chain can engage and dialogue.

The purpose and intended use of the evaluation has been to build on and add to the Mid-Term Review (MTR) carried out in 2018 to assess the achievements of the EAGC so far, in terms of results, its potential to support the development of a structured grain trade in the region and its role for food security and poverty reduction. The main focus of the evaluation has been on impact and potential scenarios for future support, and to complement and update the MTR on effectiveness and sustainability. The MTR concluded, in short, that the programme had made good progress on almost all of its themes and it was recommended to largely continue with what had been done, while implementing some specific recommendations provided.

The **conclusions and recommendations** based on the findings of this evaluation are presented in the following section.

CONCLUSIONS

Relevance

The programme is highly relevant in relation to development policies and strategies in the region as well as to the needs of its beneficiaries. It is highly relevant also in relation to the strategy for Sweden's regional development cooperation in Sub-Saharan Africa.

The programme benefits have clear linkages to enhanced resilience of beneficiaries to climate change. While the programme has taken up some initial activities related to climate action, this has so far been done with limited strategic direction.

The relevance of the programme for poverty reduction is high, both at community and household level where the programme provides support to smallholder farmers in terms of income, livelihoods and resilience. The programme is relevant from a poverty reduction point of view also at national and regional level, since improved agricultural productivity and enhanced trade should have a positive impact on the national and regional economies, and on regional and national food security and food safety.

Even so, the evaluation team also concludes that there is potential for improving the relevance in several ways. For instance, youth are generally disadvantaged with regards to opportunities for finding jobs. There are several examples in the region of successful attempts to exploit the potential that exists for engaging youth in agriculture and EAGC, with its long experience of supporting capacity building, is well positioned to support this.

Efficiency

While the overall efficiency of EAGC is good, its organisational and financial sustainability is still not evident. Sida has provided support from 2008 to 2019, which may seem a long time. However, considering the complexity and wide span of themes, activities and partnerships that have been established with successful results, it would be appropriate to prolong the support. This could safeguard the sustainability of the two platforms built up for grain trade and trade intelligence, which are promising and considered useful by many stakeholders.

It is concluded that EAGC has not managed its membership optimally. The fact that 120 emails sent out for the questionnaire issued by the evaluation bounced on the address provided by EAGC indicates that there is need for improving the membership database and probably also how communication with the members is managed. This would require an update of email addresses.

The cost level in relation to the amount and quality of results is deemed justified.

The programme oversight carried out by Sida is assessed as having been efficient and useful to the programme.

Effectiveness

The programme has shown an acceptable level of effectiveness in the implementation of activities. The ability of EAGC to engage with competent partners has been conducive to achieving intended results. The programme has been effective in training smallholder farmers and providing opportunities for certified storage, enabling farmers to aggregate grain and negotiate sales collectively. The EAGC grain-hub trade model has been effective as a tool for facilitating trade and accessing credit for smallholder farmers. Notably, training on post-harvest handling and access to equipment have resulted in reductions of post-harvest losses and improvement of grain quality. Through the Regional Agricultural Trade Intelligence Network (RATIN), there has been access to information but also challenges in terms of getting sufficient payment for access.

The commitment to increasing grain trade in partner states and the region is shown by the grain traders as well as government agencies participating in Business to Business meetings and trade facilitation forums. Moreover, the engagement of government agencies in commodity procurement in Kenya and Tanzania has shown commitment to achieving food security in the countries, and enhancing trade and availability of markets for the benefit of smallholder farmers.

Impact

With regard to impact on communities as a result of the programme interventions, there are clear indications of increased production and reduced post-harvest losses resulting in larger margins for storing surplus for household food security. There are also indications of increased smallholder farmer household incomes and savings, in turn resulting in increased investment and use of services. There is no evidence of any substantial effects in terms of increase in jobs for rural youth, although the potential for this is clear and should be exploited. Some enhanced social interaction has been reported as a result of increased production and incomes, which has increased trust and confidence among beneficiary groups.

Strategy and policy advocacy effects of the programme have been considerable and important, both at regional and national level. For instance, the programme has had effects on strategies for market stabilisation and procurement of grains for food reserves in Kenya and Tanzania, and introduction of aflatoxin grain checks has been facilitated in several countries. Facilitation of regulatory frameworks has been carried out by EAGC, which has led to several important legislations related to addressing market challenges faced by the grain subsector, including on warehouse receipt systems. The programme has supported the development and introduction of standards in several countries, for instance on grain quality and warehouse management, which can be expected to impact on productivity, food safety and food security.

Sustainability

There are indications of sustainability of several of the processes and results that have been initiated and produced under the programme and which drive the achievement of future benefits. Several of these processes would probably survive even without external support from EAGC due to market demand and other driving forces. There are also products that are new and not yet sufficiently well-established, such as the EAGC Grain Trade Platform (G-SOKO) and RATIN, for which the prospects of sustainability would be less apparent should external funding cease.

It was a main recommendation of the MTR that EAGC develop an income stream based on their positioning as a preferred partner of international development agencies. This was a correct recommendation to make at that stage, but unfortunately this funding stream has proven unreliable during the last two years. It is therefore important for institutional sustainability that EAGC continue also with strong efforts to develop additional revenue streams based on EAGC products and services.

Crosscutting issues

The programme provides direct and indirect benefits for people living in poverty through improved family livelihoods resulting from higher income from selling grains due to better inputs, reduced post-harvest losses and higher selling prices. To some extent, people living in poverty also benefit from environmental improvements that may result from programme interventions, e.g. in the form of reduced exposure to aflatoxins and pesticides. It is also expected that enhanced grain trade facilitated by the programme will have a general poverty reduction effect as a result of macro-economic development. At the same time as there are these positive poverty reduction effects, however, it is concluded that there is no comprehensive and budgeted plan for how the programme could address poverty reduction in a more focused and strategic way.

Climate change has been mentioned by many stakeholders as having a direct negative effect on food production, livelihoods and health, and farmers are trying to find ways of adapting to new climate and weather conditions.

While the programme is not gender blind in terms of accounting for contributions from and equal participation of men and women respectively, it is evident that there is no clear plan for how to address gender issues strategically.

Neither does the programme have a strategic approach to human rights issues. However, the team has not found any glaring issues related to any of the Human Rights Based Approach principles.

RECOMMENDATIONS

Recommendations to EAGC

The findings and conclusions of this evaluation coincide in most cases with those of the MTR. The general recommendation is the same as the one made by the MTR, namely to largely continue with what has been done until now, but with some adjustment.

The MTR recommended that EAGC ascertain that monitoring be sufficient to learn from results in the field rather than just being an instrument for progress monitoring. It was found in the current evaluation that there is scope for improving the quality and usefulness of indicators, and a recommendation on this has been included below, as part of the suggested development of a Theory of Change and an updated results framework.

The MTR recommended that EAGC should develop a donor-funded income stream. The current evaluation supports this, but also recommends that internal and commercial revenue streams based on EAGC products and services continue to be developed. Having these two complementing financing sources is in line with the current EAGC strategic plan. This strategy would include continuing and strengthening G-SOKO, RATIN, Grain Hubs, the Grain Business Institute and the general business linkage activities, as was recommended also in the MTR.

The MTR recommended further development of regional balance sheets. However, delivering this product was unfortunately found unrealistic due to challenges in sourcing correct data, without which they would not be credible. A continuation of training at different levels of the value chain was also recommended.

The main difference between the MTR and the current evaluation is the weight that is now put on recommendations related to poverty orientation, climate action and gender mainstreaming, aspects that were not covered to any substantial extent in the recommendations of the MTR report. With such strategies in place, the programme would enhance both its efficiency and effectiveness, and its relevance in relation to Swedish regional development cooperation and to the objectives of many other potential financing partners as well.

Main recommendation for the short-term: Strategic action plans

The general findings and conclusions of this evaluation are positive and indicate that EAGC should continue with the themes, activities and methodologies that they are currently implementing, as reflected in their current strategic plan.

However, in order to provide strategic direction to the integration in EAGC operations of three core overarching themes that are important for enhancing efficiency, effectiveness and sustainability of the programme, it is advised that EAGC develop and implement thematic strategic action plans for their work on poverty reduction, climate action, and gender mainstreaming, as detailed below.

The plan preparation, which should start as soon as possible, should be based on appropriate context and needs analyses and make adequate use of the body of knowledge, experience, expertise and other resources available with EAGC and their partners, including Sida. Each action plan should include a set of specific time-bound actions, an implementation monitoring and evaluation matrix with realistic indicators and targets, and a capacity building programme for the specific theme. Each plan should have a budget allocation for its implementation, fixed and with funds available for the duration of the plan.

1. Strategic action plan for **poverty reduction**: This could apply an *Ex Ante* Poverty Impact Assessment (PIA) methodology, through which the programme can target people living in poverty specifically and more directly, as a complement to the

regular activities addressing poverty through enhanced trade and macro-economic development and a general orientation towards supporting smallholder farmers.

2. **Climate change** adaptation and mitigation strategic action plan: The plan should identify focus areas where climate change adaptation is most important for supporting and sustaining different parts of the grain value chain, including securing community livelihoods. It should also cover climate change mitigation options throughout the grain value chain as well as any other climate action found relevant.
3. Strategic action plan for **gender mainstreaming**. The plan should be based on gender analysis and gender impact assessment. Considerations related to youth should be integrated into the plan.

Other recommendations for the short-term:

- EAGC is encouraged to manage its membership more efficiently, starting immediately with updating the names and addresses based on actual conditions. A minimum criterion for keeping membership status should be established, for instance that the member has a valid email account or any other functioning means through which EAGC can communicate. Members who do not meet this criterion should be culled out from the membership register.
- Follow up the results of the Forcefield analysis workshop with a strategic planning activity starting as soon as possible, aiming at enhancing project relevance and implementation effectiveness. This should include an assessment of the relevance and possible update of the construed Theory of Change of the programme, followed by an update of the results framework with relevant indicators of good quality, including the three themes for which strategic plans have been recommended above, and adapting the system for M&E data collection accordingly.

Recommendations for the middle- and long-term:

- In order to ensure the institutional sustainability of EAGC, continue to intensify efforts to develop additional internal revenue streams, meaning non-governmental and non-donor sources, based on G-SOKO, RATIN, G-Hubs, the Grain Business Institute and other services and products.
- There should be a strong focus on programmes to address commodity trade environment, business development and market efficiencies at meso and micro levels.
- Furthermore, EAGC could position themselves in the regional blocks (EAC, COMESA and SADC) to address grain standards and simplified trade regime through awareness creation to grain traders and women grain entrepreneurs especially on cross border trade.
- Training and other capacity building, advocacy and partnering at regional, national and local level should continue.

- EAGC can specify strategic cooperation with public agencies and stakeholders and integrate the G-SOKO into commodity exchange bureaus market information systems to address transparency in the grain trade and continue supporting the integration of smallholder farmers and SMEs.

Recommendations to Sida

The team sees three realistic exit alternatives for Sida:

1. Provide no further funding to EAGC
2. Provide project support based on selected priority components of the EAGC portfolio
3. Provide core support to the implementation of the EAGC Strategic Plan

The evaluation has shown that the programme has achieved good results, appreciated by stakeholders and beneficiaries at all levels. In most areas it corroborates the positive findings and conclusions of the MTR. At the same time it is concluded that EAGC is in need of continued external support to sustain the activities until it has developed its internal funding sources or other external financing. The first alternative is therefore not recommended.

An important quality of the programme lies in its proven ability to reach out successfully both vertically and horizontally to stakeholders and beneficiaries at all levels through a number of specific and complementary interventions. This is rather unique and provides for effectiveness of the interventions. This should be reflected in the design of any future support, meaning that it would be more logical to provide core support that would cover the totality of EAGC interventions, rather than project support to specific parts of the EAGC Strategic Plan.

Another strong argument for the core support alternative is that the recommended action plans are intended to integrate more clearly three important themes into the operations of EAGC, for which core support would make more sense.

The following recommendations are made:

- Provide restored core support to EAGC in general accordance with the EAGC Strategic Plan, with climate action, gender and poverty reduction being three prominent overarching themes in the programme, the consideration of which should be supported by well-specified and budgeted strategic action plans.
- Provisional to a substantial size of an eventual future support to EAGC, procure an external consultant to assist Sida with implementation monitoring combined with providing technical advice to the programme.

1 Introduction

The Swedish International Development Cooperation Agency (Sida) has contracted NIRAS to conduct an evaluation of its regional core support for the period 2014-2019 to the Eastern Africa Grain Council (EAGC) promoting grain trade in the East African region "Strengthening Regional Grain Markets II" (the programme).

The programme has received support from Sweden since 2008. The first phase of the support on "Strengthened Structural Grain Trading Systems" covered the period 2008 – 2013 and was evaluated in 2013[1]. The current evaluation builds on and expands on a Mid-Term Review (MTR) of the second phase, carried out in 2018[2]. The results of these two earlier evaluations were largely positive. There was also an external programme impact assessment carried out in 2017[3].

The current evaluation has been carried out by two consultants (the 'team') who collected information during a two-week mission in the East Africa region in December 2019. The Terms of Reference for the evaluation are provided in Annex 1. The data collection methods employed by the team have included study of programme documentation, and field visits to Kenya, Tanzania and Uganda during which a large number of focus group discussions and interviews with EAGC staff, national and regional stakeholders and programme beneficiaries were carried out. The team also facilitated a Forcefield analysis workshop with the EAGC staff, and an internet-based questionnaire was issued to the entire EAGC membership and selected stakeholders.

[1] EOW Associates, 2013: An Evaluation of Sida-Funded Program on the Promotion of Structured Grain Trading System in Eastern and Southern Africa, 2008-2013

[2] Sida, 2018: Mid-Term Review of Sida's regional core support (2014–2019) to the Eastern African Grain Council promoting grain trade in the East African region "Strengthening Regional Grain Markets II"

[3] Jeff & Magan Associates, 2017: An Impact Assessment of the EAGC Program.

2 The Evaluated Intervention

2.1 BACKGROUND

The percentage of the population in the countries covered by EAGC that live in urban areas has increased radically during the last few decades, from in most countries below 10% in 1960 to now between 20 to 40%. This development has important implications for food security. Sixty years ago, most food was produced through subsistence agriculture and for local consumption. Trade of food was limited and mainly oriented towards overseas markets. Urban populations have multiplied by more than 21 times. This means that in this group of countries, the rural population now has to feed an urban population of over 70 million as against just around 3 million in 1960.

There has been important socio-economic development in the East African Community (EAC), with improvements in several key areas. EAC has been identified as one of the fastest growing regions in Sub-Saharan Africa, with an average GDP growth of 5.7 percent in 2018. The size of EAC has enlarged from a population of 120 million people to 196 million in the last 10 years, becoming a large regional economic bloc encompassing Burundi, Kenya, Rwanda, Tanzania, Uganda and South Sudan.

Following the above economic development, EAC has prioritised agricultural development through enhancement of post-harvest handling and regional value chains in order to increase exports and enter into the global value chain system[4]. Already accounting for about 36% of GDP in the EAC economy, the agriculture sector still represents an untapped potential.

As a result of population growth, the increased volumes of traded grains and values are growing at a high rate. The regional economy expanded by 5.7 percent in 2018, up from 5.6 percent in 2017. The significant efficiencies in storage, grain trade and other elements of transaction have become a major factor for food security and poverty reduction. The poverty aspects apply all along the value chains. The producers must secure a reasonable price in order to secure their livelihoods, while in the other end, poor urban consumers must be able to afford buying the food they need for their wellbeing.

[4] EAC Trade and Investment Report 2018

Food transactions have also changed from being a national business to becoming a regional and international one. In addition, climate change causes uncertainties that must be mitigated through efficient regional and international arrangements.

It is in this general context that EAGC works towards integration of smallholder farmers, processors and traders into the regional economies. This is done through a wide mixture of interventions, ranging from addressing on-farm agricultural productivity for smallholder farmers to enhanced markets through policy and regulatory interventions that harness the power of grain trade for equitable economic development through inclusion of women, poor farmers and vulnerable groups.

While EAGC is unique in its wide span over themes and activities as well as administrative levels and geographical areas, there are two other interventions that carry out similar activities, namely the Kilimo Trust and the TradeMark East Africa (TMEA). While Kilimo Trust engages in the agricultural value chain development, TMEA works with enhancing trade in general in the region. The activities of these two organisations are described further in Section 3.1.5.

2.2 EVALUATION OBJECT

EAGC is a regional private sector membership not-for-profit organisation founded in 2006, registered as a company limited by guarantee. The organisation's operations span over 10 countries in the Eastern Africa region including Kenya, Uganda, Tanzania, Rwanda, Burundi, DR Congo, Zambia, Malawi, Ethiopia and South Sudan. It is a membership organisation of the grain stakeholders in Eastern Africa. The stakeholders represent traders, farmers, and processors, the three main sectors of the grain value chain. The aim of EAGC is to support structured grain trade within the Eastern and Southern Africa region. Grains include cereals (maize, wheat, rice, barley, sorghum, millet and rye), pulses (dry beans, dry peas, dry broad beans, chickpeas, cowpeas, lentils, pigeon peas and other edible seeds of the legume family) and oilseeds such as sesame, sunflower and soybean[5].

The programme implemented by EAGC has covered the period 2014-2019 with a budget of 36.5 million SEK[6] and has supported interventions of varying magnitudes in ten countries in Eastern and Southern Africa. It has the goals, purposes and objectives listed below.

[5] http://eagc.org/

[6] SEK: Swedish Kronor

Programme goal: To contribute to poverty reduction and enhanced food security by stimulating agricultural trade and growth, particularly in the Eastern and Southern Africa smallholder grain sector.

Programme purpose: Systems that promote structured grain trade along the grain value chain developed and strengthened with inclusion of smallholder farmers.

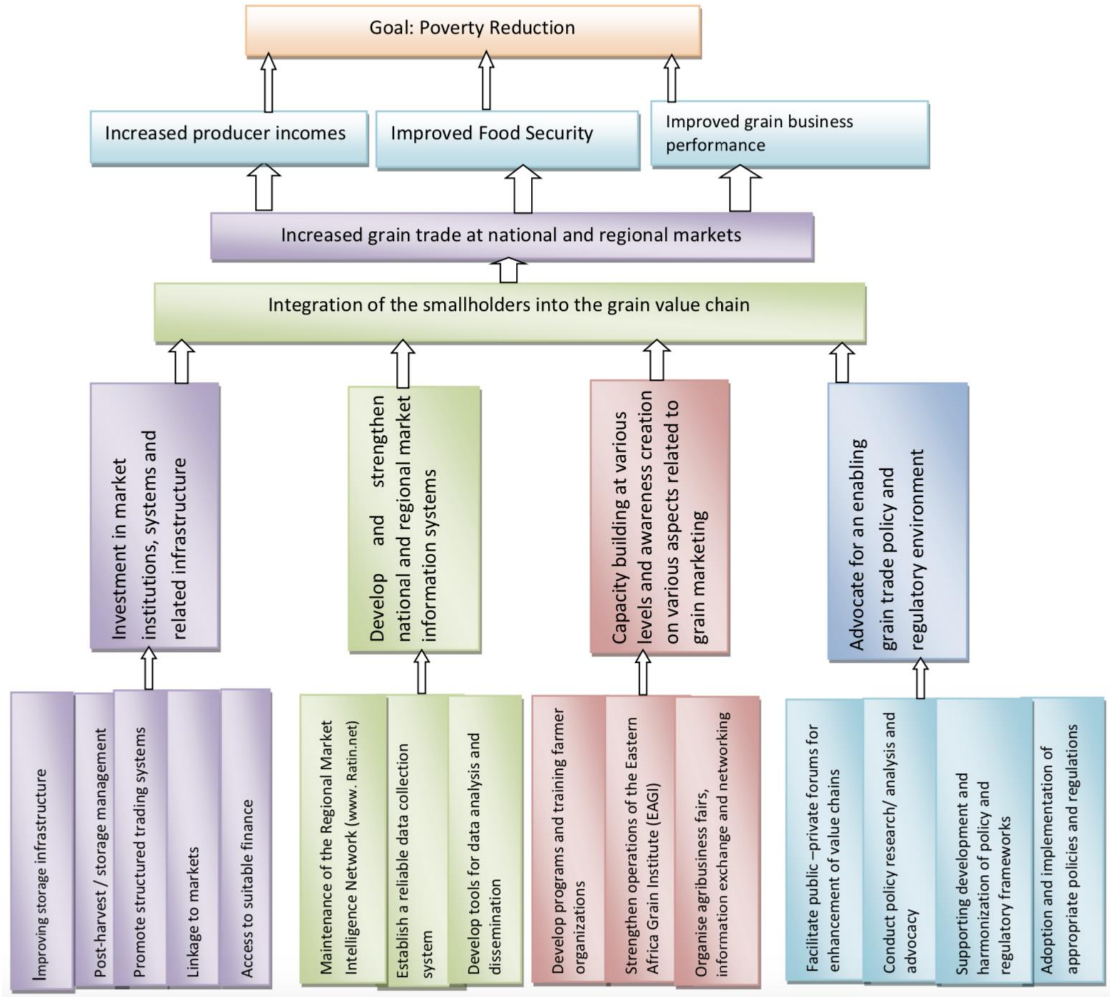
Programme objectives:

1. Support the integration of smallholders in the grain value chain
2. National and regional market information systems established and supported
3. Facilitate capacity building and awareness creation on various aspects of grain marketing in the region
4. Contribute to the improvement of trading environment by providing a forum through which stakeholders in the value chain can engage and dialogue
5. Support EAGC institutional development

A new EAGC strategic plan was prepared in 2017 for the period 2018-2022. The new plan organises the components of EAGC activities in a way different to the above. It has three service pillars: (1) develop and promote structured grain trading systems, (2) improve enabling environment for regional grain trade and (3) enhance institutional sustainability. However, the three pillars still encompass the five programme objectives listed above and reports to Sida are structured in this original way.

There was no specific Theory of Change developed at the time the programme was designed. In the impact assessment study carried out in 2017, a “Logic of Change” has been presented, which represents a theory of change that is structured along the lines of the original logframe of the programme, see Figure 1. It shows the most important programme activities and outputs in the lower part of the diagram.

FIGURE 1 THEORY OF CHANGE.



The programme is managed through the EAGC Secretariat in Nairobi, Kenya, and has country offices or country representatives in Kenya, Tanzania, Uganda, Rwanda, Malawi, Zambia and South Sudan. The Burundi office is temporarily closed but members are served from the regional office and are represented on the Board of Directors. It is planned to set up an office also in Ethiopia.

The Swedish support to the programme is part of the portfolio for Sweden's regional development cooperation in Sub-Saharan Africa, which prior to 2017 was handled by the embassy of Sweden in Nairobi before being moved to the embassy in Addis Ababa. However, oversight and thematic support for the contribution is provided from the Africa division at Sida headquarters, Stockholm.

2.3 METHODOLOGY

Overall approach

As mentioned, the current evaluation builds on and expands on the MTR carried out in 2018. The MTR concluded that the programme had made good progress in almost all of its activities, see Text Box below.

Main conclusions of the 2018 Mid-Term review of Sida's core support to EAGC

The MTR concluded that the programme had made good progress with regard to integration of smallholders in the grain value chain. There was an overall appreciation of the EAGC interventions among stakeholders and beneficiaries, including value-chain actors and government officials. The cooperation with agencies with linkages to rural communities was considered effective. This positive conclusion pointed to the EAGC approach being correct and that it should be continued.

With regard to market information systems, the MTR concluded that RATIN was a unique service and very useful for traders and agencies, and that it was important for the profile of EAGC. It also found that the preparation of Regional Food Balance sheet was considered an important service to the governments provided they were reliable, and it was recommended that this service should be continued.

Training provided by the then EAGI (currently Grain Business Institute) was well appreciated by trainees and found to be both relevant and effective by the evaluators, who stressed the need to carry out the training on a commercial basis. G-SOKO was found to be a useful platform, although not yet fully developed.

EAGC business linkage development, a result emanating directly from EAGC efforts, was found to be useful for improving efficiency and professionalism in the value chain. EAGC was considered an efficient advocacy institution, well-respected by governments, in promotion of regional standards and facilitation of regional grain trade. EAGC had increased its efficiency and effectiveness through alliances and partnerships. Monitoring and evaluation was found to be in need of strengthening in order for it to provide a proper basis for strategic decisions. National policy agendas prepared, were found to be relevant and well-conceived.

The MTR supported a strategic orientation towards EAGC becoming a preferred provider of services to development agencies in order to secure a dependable source of funding. It was observed that women are already well-represented in farmers groups and that EAGC provides support to women who are willing to engage. It also concluded that EAGC has engaged in protecting the environment through conservation agriculture, training in proper use of

The current evaluation has been carried out as an objective and independent evaluation in accordance with OECD-DAC criteria and guidelines, structured under the criteria of relevance, efficiency, effectiveness, impact and sustainability. The crosscutting issues of poverty reduction, gender and application of rights perspectives have also been covered. The evaluation has conformed to OECD/DAC's Quality Standards for Development Evaluation[7], and the Sida OECD/DAC Glossary of Key Terms in Evaluation has been used[8].

[7] DAC Quality Standards for Development Evaluation, OECD 2010

[8] Glossary of Key Terms in Evaluation and Results Based Management, Sida in cooperation with OECD/DAC, 2014

The approach and methodology of the evaluation has been evidence-based. Information from a variety of sources has been triangulated using different data collection tools in order to draw well-founded conclusions and recommendations. An evaluation matrix showing all evaluation questions, indicators and sources of information is provided in Annex 2.

The utilisation-focused approach that was specified in the Terms of Reference was supported by an active participation of EAGC and Sida in the evaluation process. This has provided an opportunity for EAGC and Sida to express their priorities and opinions and to comment on the preliminary findings of the review. Stakeholder and beneficiary engagement was further facilitated through the use of participatory data collection methods, including a Forcefield analysis workshop, focus group meetings with stakeholders and beneficiaries. The team made a presentation of its preliminary findings at a de-briefing meeting at the EAGC secretariat at the end of the field mission on 20 December 2019, with on-line participation of Sida, Stockholm, and the NIRAS Project Manager. The final evaluation report builds on a draft report on which comments were provided by EAGC and Sida.

Data collection methods

Document study

The document study was aimed at obtaining an overview of the programme context and placing the analysis of the programme within this context, as well as providing direct evaluative information.

Documentation reviewed has included:

- Grant proposal, programme log-frame/results framework
- Annual and semi-annual progress reports
- Evaluation report (2013), MTR report (2018) and programme impact assessment report (2017)
- EAGC strategic plan 2018-2022
- Sida documentation, including grant agreement and the strategy documents for Sweden's regional development cooperation in Sub-Saharan Africa for 2010-2015 and 2016-2021

Additional documents of relevance have been collected and reviewed as the evaluation have progressed. A list of key documentation studied is provided in Annex 3.

Interviews and meetings with EAGC and stakeholders

In addition to meetings with EAGC staff, interviews were conducted with various project stakeholders, implementation partners, government and public agency officials, NGOs, donor representatives, market actors such as grain processors, traders and input suppliers, and project beneficiaries in Kenya, Tanzania and Uganda.

The final list of persons to interview was prepared in consultation with the EAGC Secretariat ahead of and during the data collection mission. All interviews were carried out as semi-structured interviews, the specific questions/issues to cover formulated beforehand by the team and based on the evaluation questions and indicators specified in the evaluation matrix.

Forcefield Analysis workshop

In order to provide a forward-looking perspective by analysing overall factors that have influenced the achievements and non-achievements of the programme and providing input into analysis of sustainability and exit strategy as requested in the Terms of Reference, a Forcefield analysis workshop was facilitated by the team.

Nineteen staff members participated in the workshop held at the EAGC Regional Office in December 2019, in which they identified factors that help and hinder the achievement of the goal of the programme. Each participant wrote individually five helping and five hindering factors on post-it notes, which were collected, displayed and aggregated at levels from the individual and household level up to overall policy and strategic issues at the top, see Figure 2. The aggregated factors were listed, one list for helping factors and one for hindering factors. Each participant was given a print-out of both lists on which he/she noted down against each factor a score denoting the importance of each factor according to his/her experience and assessment: '1' for the most important, '2' for the second-most important etc. The lists were collected and again re-distributed by random to the participants so that each participant had one list with helping factors and one with hindering factors. The scores for each factor were stated in plenary by each participant and added to provide the total score for each factor, the factor with the lowest score thus being the one considered the most important by the group.

FIGURE 2 EAGC TEAM BUSY AGGREGATING 190 FACTOR NOTES

Focus group meetings

Two focus group meetings with representatives of smallholder farmers groups were organised, one in Kenya and one in Tanzania. A focus group meeting scheduled for Uganda had to be cancelled due to flooding conditions in the area to be visited.

Questionnaires

A questionnaire survey was initiated by sending a questionnaire by email to a list of EAGC members, prepared by EAGC. Out of 320 questionnaires sent to the addressees, 140 bounced on the addresses provided. Out of the remaining 180, responses to the questionnaire were received from seven respondents. This low response rate prompted the team to issue an updated questionnaire with fewer and simpler questions to the email addresses on which the first questionnaire invitation had not bounced, and to another 35 persons that had been interviewed by the team. The number of responses to this survey remained the same. It has therefore not been possible to use questionnaire survey data as an input to the evaluation as such.

The team also administered hard-copy questionnaires in connection with focus group meetings in Kenya and Tanzania, in which a total of 20 interviewees participated.

Data analysis

To arrive at a value or qualitative assessment of the indicators, inputs from the different data generation methods as well as from different stakeholder sources have been triangulated. Several of the indicators in the evaluation matrix were formulated in such a way that they captured and scored stakeholders' perceptions of performance.

Quantitative data from programme documents and external documents from key informant interviews have been synthesized, analysed and triangulated to answer evaluation questions that need quantified data.

The structure of the final evaluation report as regards the section on findings has followed the structure of the evaluation matrix, that is, each criterion and each evaluation question have their own section/subsection in that part of the report.

The findings have been used in the analysis to arrive at transparent judgements on performance and explanations for this performance or non-performance and successes or failures, drawing on both the acquired evidence and professional experience within the team. This has provided an input to analysing the strengths and weaknesses of the programme, which, in turn, has led to the conclusions and recommendations of the evaluation.

Limitations

The planned input from farmer organisations in Uganda could not be acquired since, due to flooding conditions, the area could not be reached by the team and the focus group meeting had to be cancelled. The lack of a sufficient number of responses to the online questionnaire was another limitation.

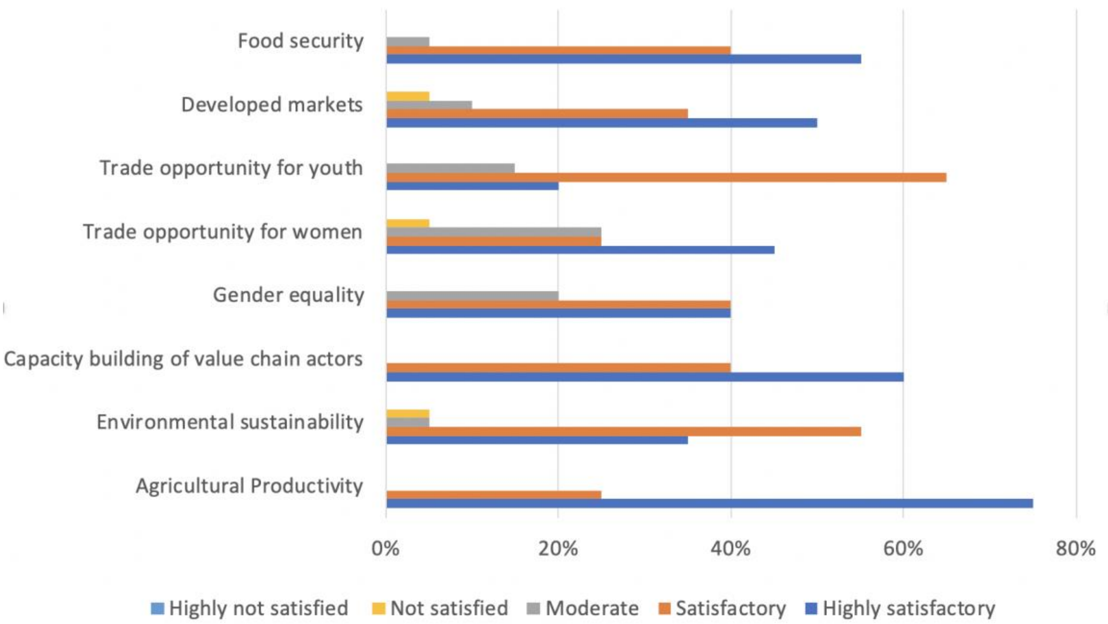
3 Findings

3.1 RELEVANCE

3.1.1 To what extent has the programme conformed to the needs and priorities of the beneficiaries?

One input that gives an indication of the relevance of the programme as perceived by the smallholder farmer beneficiaries themselves has been the information gathered at two focus group meetings that were carried out, one in Kenya and one in Tanzania. The participants in the two meetings were individuals from smallholder farmer organisations. At these meetings, a questionnaire was completed by a total of 20 participants, and used to get a measure of their satisfaction in relation to eight result areas, see Figure 3.

FIGURE 3 LEVEL OF SATISFACTION WITH SELECTED RESULT AREAS AMONG PROGRAMME BENEFICIARIES PARTICIPATING IN TWO FOCUS GROUP MEETINGS



One clear finding from these meetings is that, apart from voicing a general satisfaction of the capacity building support provided by EAGC, the beneficiaries were highly satisfied with programme achievements in terms of strengthened agricultural productivity and food security. The lowest level of satisfaction was given to the contribution to providing trade opportunities for youth.

Based the above and on other findings during the two weeks of country visits, it is found that the programme has conformed well with the needs and priorities of beneficiaries and farmer-based organisations. The programme addressed specific needs of beneficiaries in the areas accounted for in the following text.

Increased agricultural productivity: On food security, beneficiaries appreciated a significantly increased productivity in terms of yield of produce per acre attributed to improved agricultural practices as a result of the interventions of EAGC and their partners. Increased agricultural productivity was reported in interviews with the Kenya Cereals Enhancement Project (KCEP); Kirumba and Kilimanjaro AMCOS[9] in Tanzania; and the Agricultural Planning Department in Uganda. In Kenya it was reported that increased productivity has been achieved through the introduction of crop varieties including maize, beans, sorghum, millet and pulses in several parts of Kenya. Examples reported are shown in Table 1.

Table 1 Increased maize yield reported by farmers

TABLE 1: INCREASED MAIZE YIELD REPORTED BY FARMERS

	Yield 2016 (bags/acre)	Yield 2018 (bags/acre)
Nakuru (Mau Narok)	15 bags	35 bags
Nakuru (Elburgon)	20 bags	42 bags
Trans (Nzoia)	18 bags	35 bags
Uasin - Gishu (Kipe CBO)	14 bags	25 bags
Nandi (Cheptarit)	12 bags	35 bags
Average for 5 sites	16 bags	34 bags

In Songea, Tanzania, it was reported by Kirumba AMCOS that farmers currently using Good Agricultural Practices[10] have increased their maize yield from 800 to 2,500 Kg/acre. This has led to increased household income and one farmer can save 1,000 kg for household food security and still earn a substantial income from taking the remaining produce to the association warehouse for collective storage and subsequent sale.

With regard to post-harvest losses, the programme has worked with local government authorities and other partners in in Kenya, Tanzania and Uganda on training of farmers on post-harvest technologies and management[11], and 216 produce aggregation centres are currently in operation.

During the focus group meeting, farmers from Njombe, Iringa and Songea regions mentioned hermetic bags, use of drying equipment and moisture control, and access to moisture meters for grain quality control as themes that were covered.

[9] AMCOS: Agricultural Marketing Co-operative Societies

[10] Good agricultural practice (GAP) is a certification system for agriculture, specifying procedures (and attendant documentation) that must be implemented to create food for consumers or further processing that is safe and wholesome, using sustainable methods (https://en.wikipedia.org/wiki/Good_agricultural_practice)

[11] Partners have included KCEP in Kenya; BRiTEN and AGRA in Tanzania; and the Nakinshe Adult Literacy Group in Uganda.

Needs and priorities of smallholder farmers: The programme has supported smallholder farmers through building capacity on post-harvest management and improved practices of handling grain from the farm until it is stored in the warehouse. In focus group meetings, the farmers associations reported that they have received training on post-harvest handling and use of post-harvest equipment, warehouse operations, small-holder aggregation and grain-hub trading centres. In interviews with partners and beneficiaries[12], it was reported that farmers have benefitted from access to post-harvest equipment and certification of warehouses enabling smallholder farmers to aggregate harvested crops and retain the required grain standard. KCEP has reported that 216 farmer grain collection centres serving smallholder farmers have been established and certification of 137 warehouses in Kenya is in progress where 14 warehouses are to be certified with support from EAGC specialists. The specific inputs provided from EAGC here were key expertise on warehouse operations and warehouse receipt systems implementation. This resulted in increased access to markets and financial services, where buyers were facilitated to enter into procurement agreements for bulk purchase and the banks were willing to offer agricultural loans and savings facilities.[13]

Needs and priorities of traders and processors**:** The needs of SME[14] traders and processors have been addressed to some extent through enhanced agricultural input trading and linkage of farmers to the markets. It is noted in Sweden's regional development cooperation strategy (see Section 3.1.3) that access to efficient regional markets with freedom for transfer of goods, services, capital and people can lead to increased growth and investment, further development of sectors such as agriculture, and food manufacturing industry that can foster increased trade and enable poverty reduction. The programme has been strategic in advocating for free trade and removal of trade barriers to increase cross-border food trade, consumption and increased food nutrition in the region.

As part of its advocacy for favourable policy and regulatory frameworks, EAGC together with the East Africa Business Council (EABC) facilitated the development of a strategy for coordination of country interventions and strategies with regard to food security in order to ensure that individual country action plans could be well coordinated in the region.

Restriction on food commodities cross-border trade has been a disincentive for food security as it has discouraged farmers when they produced surplus and found that they could not access markets across borders where there was food demand or scarcity. The

[12] Including KCEP and Kenya Cereals and Dairy Market Systems; AGRA in Tanzania; and Agriculture Planning Department and Nakinshe Adult Literacy Group in Uganda.

[13] Equity Bank Kenya reported increased access to credit through Ecosystem and WRS financing models

[14] SME: Small and Medium-sized Enterprises

programme intervened for abolishing these cross-border trade restrictions, in order to allow free trade in food commodities and access to markets for producers, to improve domestic food availability, stabilize food prices and increase food security in the region.

The efforts made by EAC and EAGC partners have resulted in an enhanced structured trading system in the agricultural value chain; engagement of the bureau of standards in EAC in the efforts to harmonize food commodity standards, and enactment of standards for Hermetic Storage Technology (HST) storage bags[15] and other post-harvest equipment, and increased the number of manufacturers of the equipment from one to four manufacturers in Kenya and Tanzania, which is considered a successful policy strategy intervention by EAGC. In Uganda, EAGC has been an important actor contributing to establishing standards for warehouses and warehouse management under an MoU with the Uganda National Bureau of Standards. Through joint advocacy work with EABC, EAGC and its partners have collaborated to address the challenge related to utilization, disposal procedures, recycling and re-use and controlling of waste disposal in the environment especially in the case of bags made of polythene materials. This goes concurrently with provision of equipment such as tarpaulins and training on post-harvest management, storage management and warehouse operations.

Provision of linkages to input supply companies has contributed to improved productivity due to access to improved quality inputs in terms of seed, agrochemicals and fertilizer, and soil testing. This has an environmental downside since some of these inputs are unsustainable from environmental point of view. On the other hand, the programme promotes the use of good agricultural practices, which reduces the need for unsustainable inputs, and the use of hermetic bags helps to reduce the use of storage chemicals, including pesticides.

Needs and priorities of women and youth: Youth are particularly badly affected by rural unemployment or underemployment. Special efforts have been made by EAGC and their partners to increase the participation of youth in service provision such as maize shelling and pest control. It was reported in interviews in Kenya and Uganda[16], that youth (men and women) have been involved in capacity building activities and provision of training of trainers, interventions for post-harvest handling technologies, business management and agribusiness programmes. A training-of-trainers programme in Kenya on interventions for post-harvest handling of technologies, business

[15] Hermetic Storage Bags: Airtight bags that prevent air as well as water from entering, thus preserving the stored grains. It creates unfavourable conditions for pests, and post-harvest use of pesticides as with conventional methods is therefore no longer needed, thus reducing risks for human health and the environment. Other advantages include radically reduced grain losses, practical handling of the cereal and up to two years of storage in the bags. Downsides include the fact that the bags are made of plastic material, the price of the bags are still high, and that the grains have to be completely dry before storage. The bags are reusable for up to three years.

[16] Interviews with Kenya Cereals Enhancement Project in Kenya, and Local Government Finance Commission and Soroti Grain Millers in Uganda, and others.

management and agribusiness is considered a good example as it involves post-college youth that are trained as trainers as part of a service provider model. The programme, which involves 380 post-diploma college students, has the dual advantage of providing useful and money-earning occupation to the students while at the same time providing support to farmers and value-chain development.

Gender analyses that could show the particular roles and needs of men and women in relation to EAGC value-chain activities have not been mainstreamed in the programme. There are examples of interventions aiming at supporting women's access to agricultural loans, which was brought up as an important need by women participating in a focus group meeting in Kenya, who felt that they were disadvantaged in that regard (see Section 3.6.2). With regard to representation, the MTR found that women were well represented in overall programme interventions as well as in farmers associations. This has been corroborated both by the EAGC impact assessment study and the current evaluation. According to EAGC reporting, the participation of women and men has been equal in aggregation centre membership and leadership.

3.1.2 How relevant is the programme in relation to development policies and strategies in the region and the countries involved?

Regional development strategies and SDGs: The programme is in line with the EAC Development Strategy 2016/17 – 2020/21[17] which has the sub-heading "accelerating people-centred and market-driven integration" and aims to transform the member states into stable, competitive and sustainable low middle-income countries. The programme also conforms with the EAC Regional Economic Integration Support Programme, which among others aims to enhance trade and contribute to inclusive growth to drive employment and poverty reduction. Another important policy linkage of the programme is to the EAC Agriculture and Rural Development Strategy[18], which aims at achieving food security and rational agricultural productivity. With regard to the sustainable development goals, the programme has particular relevance to SDG 1: no poverty, SDG 2: zero hunger, SDG 8; decent work and economic growth, SDG 13: climate action, and SDG 15: life on land.

Development of trade policies and strategies at the regional level**:** Together with EAC business associations, EAGC has worked on the following policy agenda areas: food security in the region, harmonization of grain trade standards by EAC states, and addressing sector-specific policy issues in the grain subsectors.

The team interviewed staff from EABC and EAGC who both play a role in commodity and trade development policy in the region. As clarified in interview with EABC, the

[17] http://repository.eac.int/handle/11671/1952
[18] EAC, Agriculture and rural Development Strategy for the EAC (2005 – 2030), November 2006

programme achievement was considered mainly aligned with the following grain trade policy agenda in the region:

- Promoting harmonized standards for food trade and post-harvest handling equipment, the latter aiming at reducing post-harvest losses
- Review of the EAC Common External Tariff, which governs the EAC customs union
- Advocacy for agricultural crop insurance
- Addressing food security

3.1.3 How relevant is the programme in relation to Sweden's development cooperation?

The programme is well aligned with several of the main directions of the strategy for Sweden's regional development cooperation in Sub-Saharan Africa 2019-2021, notably in the areas of creating better opportunities to enable poor and vulnerable people, including women and youth, to improve their living conditions through strengthened trade and productive employment with decent working conditions. The programme is unique in its broad approach in terms of themes, levels of activities, selection of partner organisations and geographical coverage (see Section 3.5.1). This is not matched by any other organisation in the region.

Both the previous and current regional development cooperation strategies have stressed the need to address environmental and climate-change related challenges. The previous strategy emphasized the need to support meeting regional commitments in that regard, with focus on efficient mechanisms for cooperation on shared natural resources and mitigating and adapting to climate-change impacts. The current strategy states that Sida's interventions are expected to contribute to, among others, improved environment, sustainable use of natural resources and strengthened resilience against environmental degradation, climate change and disasters. One specific point mentions the ambition to contribute to strengthening capacity among regional actors for enhanced resilience to climate change and natural disasters, including the ability to ensure food security.

While the EAGC Strategic Plan mentions climate change only in passing, the subject is covered in some of the partnership programmes. A workshop on climate change was organised by EAGC in 2019, and cooperation with the Climate and Development Knowledge Network is foreseen on dissemination of climate change information and technologies. However, while several of the activities of EAGC would have positive climate resilience enhancement effects, and while the programme has indeed done

[19] Ministry for Foreign Affairs, Sweden: Strategy for Sweden's regional development cooperation in Sub-Saharan Africa 2016 – 2021.

some initial work on climate change, the organisation does not have a clear strategy for how to work specifically and effectively with this, or how to integrate climate change adaptation and mitigation in its components.

3.1.4 How relevant is the programme for poverty reduction?

The programme is relevant for poverty reduction at several levels. It aims to support the development of national and regional economies, which is expected to have trickle-down effects for people living in poverty, at the same time as it provides support to smallholder farmer household livelihoods at the community level.

In summary, poverty reduction is possible through the programme in the following ways:

At regional and national level

- Enhanced trade through structured system for grain trade and policy changes will have positive effects on the economy in the region and countries and some of the benefits of this may trickle down to people living in poverty.
- Removal of trade barriers will lead to improved food security and reduce the risk for food shortages and famine, which may reduce such risk also for people living in poverty
- Enhanced food safety should reduce health risks for people living in poverty

At rural community level

- Investments in the agriculture value-chain may result in integration of women and youth in local economy, employment opportunities and increased income for people living in poverty
- Increased food security at the community level reduces the risk for food shortages and hunger
- Safe waste disposal procedures, recycling and re-use of waste will reduce the health hazards to community members caused by chemicals, aflatoxins etc., particularly for people living in poverty
- Hermetic storage and other environmentally friendly technologies reduce environmental degradation and pollution, reducing health hazards to community members, particularly people living in poverty

At smallholder farmers level

- Higher-quality inputs, improved land management, improved crop varieties, reduced post-harvest losses and application of good agricultural practices that improve productivity and production, should lead to increased incomes and improved livelihoods for smallholder farmer families
- Access to market information, aggregation, Warehouse Receipt System (WRS), saving schemes for men, women and youth, and post-harvest equipment will make it possible for farmers to sell when they want to sell instead of selling

when they have to sell, which should increase incomes and enhance livelihoods for smallholder farmer families
- Increased food security at the smallholder farmer level reduces the risk for food shortages and hunger
- Enhanced food safety reduces the health hazards to farmers and their families caused by chemicals, aflatoxins etc.

3.1.5 Which other similar initiatives exist?

In the current EAGC Strategic Plan, competition from other development organisations and from governments is listed as a possible threat. However, while there will certainly be competition from many other actors in most of the areas in which EAGC is engaged, there is no other organisation or initiative that has the same wide agenda in combination with the regional coverage that EAGC has. As mentioned earlier, the Kilimo Trust and TradeMark East Africa are two initiatives with somewhat similar activities.

The Kilimo Trust is a Uganda-based not-for-profit organisation working on agriculture for development across EAC. It works with partners to achieve inclusive and sustainable market-led agricultural value chain development in the region. The strategic target of the Kilimo Trust is to directly impact 500,000 smallholder farmers in a five-year period from 2018 to 2023. It implements several projects, including the Competitive African Rice Initiative project, which aims at increasing production of rice for the East Africa common market, focusing on Uganda, Kenya and Tanzania. Its goal is to contribute to inclusive transformation of the rice sector in East Africa for sustainable increase in incomes of 220,000 women, men and young people employed in the value chain of locally produced rice. The Kilimo trust has a more limited geographical coverage than EAGC, less outreach to cooperating partners and a more limited scope of activities.

A second intervention is TradeMark East Africa, an organisation promoting economic growth and reduced poverty in East Africa through enhanced trade in general. Its mission is enhanced trade that contributes to economic growth, reduced poverty and increased prosperity. It attempts to reduce trade barriers and increase business competitiveness by engaging with regional institutions, national governments, the private sector and civil society as partners with the objective to support economic growth and reduce poverty. It has developed strategic documents of interest in the EAGC context, namely a climate change strategy[20] and a gender review for gender mainstreaming[21]. Disadvantages in comparison with EAGC is that while the

[20] https://www.trademarkea.com/?s=climate+change+strategy
[21]https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/765189/Trade-Mark-East-Africa-gender-review1.pdf

organisation does provide support also specifically to parts of the agriculture value chain, this is to a more limited and narrow extent than in the case of EAGC.

The uniqueness of EAGC in comparison with the above two, lies in it being a membership organisation representing actors in the entire grain value chain, including smallholder farmers through their organisations, as well as grain traders, processors and business service providers. At the same time, it engages with banks and other financing institutions and with a large number of government ministries and institutions which enables them to make a difference, for instance through grain trade policy advocacy. The stakeholders met by the team, particularly those representing government, have stated that EAGC is particularly well positioned to carry out these functions effectively.

There was, in fact, an initiative with a competing organisation quite similar to EAGC set up in Uganda in 2012, the Grain Council of Uganda (TGCU). This had the same approach as EAGC of intervening in various parts of the grain value chain. However, the activities of this organisation have decreased considerably during the last couple of years and it seems as it is virtually dormant today.

3.2 EFFICIENCY

3.2.1 Can the costs for the programme be justified by its results?

According to EAGC profiling data, the total number of beneficiaries of the programme amounts to 215,318 farmers.[22] The total financial spending in one year of programme implementation has been around 1.9 million USD.[23]

This means that the farmers are nominally served by the programme at a cost of around 9 USD each annually. Compared to other comparable programmes, this is considered a relatively low cost.[24]

Added to this, it is clear from programme reporting and confirmed by evidence provided by respondents at all levels, that it is a characteristic of the programme that it produces a large amount of different types of results and services at a variety of levels and to a large number of partner organisations; from improved livelihoods for smallholder grain farmers to policy influence at national and regional levels and through several platforms that serve its stakeholders. As evidenced by information

[22] EAGC Semi-annual report 2019
[23] The programme has a duration of five years with a total budget of USD 9,538,477
[24] In a current Sida-funded national farmers outreach project in Zambia, the corresponding cost is 610 USD/beneficiary and in a recent Sida-funded regional environment programme in South and Southeast Asia with community resilience as main objective, it has been 196 USD/beneficiary.

received during interviews in the three countries visited, the programme has a high standing and a prominent presence in the region.

In summary, the answer to the evaluation question is that the costs for the programme can be justified by the results.

3.2.2 To what extent has there been an increase of capacity, skills and expertise of EAGC as a result of the core support from Sida?

Based on reporting and other documentation from EAGC as well as the interactions the team has had with EAGC staff and other stakeholders interviewed in the region, it is found that the core support from Sida has been crucial to the rather exceptional organisational and thematic development and expansion that EAGC has managed to implement. Substantial capacity, skills and expertise enhancement has resulted from the direct support to EAGC in terms of training for EAGC staff and other capacity building support that has been one of the result areas of the Sida support. The institutional stability that the Sida core support has provided has been cited by EAGC as being important for the organisation in that it has also helped EAGC in leveraging funding from other donors.

The perception among stakeholders in the regional grain trade interviewed by the team, is invariably positive with regard to skills and expertise of the EAGC staff. They are accepted as impartial, competent and serious experts in the field and are considered to provide valuable contributions at the national level.

As a result of the Sida support, the Grain Business Institute, which is the training arm of EAGC, has been strengthened and provides training on general organisational and business topics as well as on development and management of various parts of the grain value chain. It also offers Business Mentorship for SMEs in the sector.

3.2.3 Is the organisation of the programme fit for purpose?

The organisational set-up with a strong yet not too top-heavy regional secretariat in combination with relatively independent country offices is considered an optimal solution for a regional programme with substantial activities in the countries. During interviews at country level there was no discontent voiced among national staff or national stakeholders related to undue control or lack of efficient communication from the side of the regional secretariat.

There are fully-fledged country offices in Kenya, Tanzania, Uganda, Rwanda and Malawi and country representatives in DR-Congo and South Sudan. As mentioned, the Burundi office is temporarily closed due to the political situation there. In Zambia and Ethiopia, support is provided for periodic activities such as training. These representations operate at different levels, with the five larger offices being more capacitated than the other ones. The team visited only the offices in Kenya, Tanzania and Uganda where it was found that they seem to be operating efficiently and managing a substantial number of out-reach activities, supported by the Regional Programs Coordinator and other colleagues from the regional secretariat. The feedback from stakeholders as to their capacity and competence was positive, but generally not considered at the same level as the regional office in Nairobi. The team did not carry out interviews with the offices in countries not visited, but during interviews with EAGC staff there was no indication of any of the other offices being less efficient, with the exception then of Burundi.

The programme has been efficient in up-scaling and out-scaling activities at the local and national level, for instance technical solutions for post-harvest handling and warehouse receipt system propagation.

An organisational issue that seems to be not well managed is the membership database and communication related to this. As mentioned, the team sent out a first version of a questionnaire survey to find out perceptions and satisfaction levels among the members of EAGC. The membership reported by EAGC is 395 members. The team got the membership list with email addresses, the number of members in this list was 358, the difference is presumably because some members do not have an email address. But what was surprising was that out of the messages sent out as part of the survey, 140 email messages bounced. This could mean that the members have changed their email address or that they do not exist as members anymore. 140 bounced messages out of 320 sent equals 44%, which is a high number.

The donor oversight function carried out from Sida, Stockholm, has been efficient and appreciated by EAGC. One positive contribution has been the introduction of a focussed results matrix that has been used for reporting to Sida.

3.3 EFFECTIVENESS

3.3.1 To what extent has the project contributed to intended outcomes?

The original programme result framework that was included in the programme proposal has not been used for progress monitoring by Sida since 2017. Instead, a more focused matrix with indicators important to Sida was introduced, and this is the one that was used in progress reporting to Sida during the last two-and-a-half years of the programme. The matrix is provided in Annex 5, showing annual and total achievements against targets. For the benefit of the evaluation, this matrix has been updated by EAGC to include also values for 2015 and 2016, which had not been reported on earlier since that was not a requirement voiced by Sida at that stage.

The team finds the quality and usefulness for monitoring purposes of this result matrix clearly above average compared to comparable programmes. It is a good attempt at assessing the extent to which the programme meets the expectations reflected in

Section 3.1 on programme relevance. Although most of the indicators are considered SMART[25], it is also noted that some of them have not been measured due to lack of data or limited measurability. The matrix will need to be updated with new indicators if some of the recommendations made in Section 5 will be implemented.

The indicators used in the matrix have been used as structure under each of the programme objectives in the below account of programme effectiveness, as evaluated by the team based on interviews, meetings, focus group meetings and documentation studied.

Objective 1: Support integration of smallholder farmers in the grain value chain

In order to attain this objective, the programme interventions focused on strengthening the capacity of smallholder farmer organisations to increase their access to inputs and output markets as well as to credit and other support services. The programme has been effective through facilitating collective storage of grains by smallholder farmers at established aggregation centres. Other related activities have included building capacity of smallholder farmers in terms of governance and operational management through warehouses and established grain hubs.

Annual increase in value $ of loans issued through the warehouse receipt system and inventory credit

A total loan value of 2.3 million USD was achieved for this indicator, with an average achievement against target of 100%. The programme has supported and facilitated the development of WRS in several ways as a means of securing loans for producers, including for smallholder farmers. The system allows farmers who have stored grains in a warehouse to get loans from the bank, which means they can benefit from the grain in storage without having to sell it until they find that the price is favourable. The team was informed by the Equity Bank and KCEP in Kenya, that the G-hubs, being 'one-stop centres' for the farmers, have benefitted farmers by making it possible for them to purchase inputs and sell the aggregated harvested crops collectively.

Number of financial institutions providing Warehouse Receipt Services and inventory credit financing

A total of ten financial institutions have been engaged in providing credit financing, corresponding to 37% of a target of 27. This low number is partly explained by factors beyond the control of the programme, for instance that in Kenya the WRS Act came into existence only by the end of 2019.

The valuable contribution of EAGC in facilitating the enactment of the WRS Act in Kenya and the certification of warehouses was acknowledged in an interview with the

[25] SMART: **S**pecific, **M**easurable, **A**ttainable, **R**elevant and **T**imebound

Ministry of Trade, Kenya, as was the usefulness of access to market information through the Regional Agricultural Trade Intelligence Network (RATIN) for farmers and grain buyers.

There are clear indications of stimulated participation of partners from public entities and grain trade associations and private sector buyers. Work remains to be done in setting benchmarks for warehouse management, for warehouse standard and certification of the facilities, for collateral management of the stored grain, and for collaborating with government agencies to establish guidelines for licensing of private sector actors and warehouse operators. Linkages of financial institutions need to be established with the WRS Council of Kenya as the overseer of grain trade.

According to EAGC, smallholder farmers getting credit from regular banks remains difficult. This is due to lengthy loan processing procedures and stringent collateral requirements. There are several alternatives, however, that have made it possible to support smallholder farmers in this regard. In 2019, 12 farmer organisations accessed different alternative forms of credit for their farming activities. These included the WRS, the local government revolving fund in Kenya, the farmers' groups own savings and loan schemes, and input credits from private sector players such as the breweries in Uganda, Kenya and Tanzania. According to the Equity Bank in Kenya, the main factor limiting smallholder farmer engagement in grain production is lack of guarantee funds, which reduces the possibility of getting loans, and agriculture insurance. The latter is still in its infancy in the region, but has had a promising beginning in Tanzania where a bill for the purpose is being enacted.

Number of smallholder aggregation centres established

Availability of secure storage is key to effective aggregation of commodities by smallholder farmers and 352 aggregation centres were established against a target of 350. The team has confirmed the efforts of the programme in creating confidence among the value chain actors based on availability of market information to smallholder farmers at the aggregation centres.

Interviews with partners in Kenya, Tanzania and Uganda revealed that value chain actors at all levels are involved in accessing market information through mobile phones and RATIN as well as the EAGC Grain Trade Platform (G-SOKO). There was criticism from the Ministry of Trade in Kenya that the actors benefiting most from G-SOKO would be grain traders who reside in urban areas and have access to online systems. Another possible concern relates to gender, since there may be a difference between men and women in the extent to which the system would be available, an issue that could be studied as part of a gender analysis of the programme (see Section 5.1). The buyers, however, are of the opinion that access to information in all parts of the value chain provides benefits to all, including the smallholder farmers who aggregate commodities at the warehouses and sign purchase contracts with the buyers.

Annual increase in volume of grain traded in national markets through structured trading system

The MTR highlighted the provision by the programme of stronger incentives for sustainable market systems, which would reduce the risk facing smallholder producers and enable them to attain higher production and productivity as well as better quality of grains. This component has achieved well above targets, mainly because of Business to Business (B2B) forums that have been useful in creating national and regional grain trade linkages, and regional grain trade forums, which both have attracted multi-country players in the region[26]. A total of 278 SMEs were reported to participate in B2Bs, which between 2017 and mid-2019 resulted in a total of 0.8 million tonnes of grains being traded, earning the farmers US$ 4.9 million in total.

Objective 2: Establish and develop national and regional market information systems

Number of markets with 90% price data updated in RATIN

In the EAGC Strategic Plan Document 2018 – 2022, RATIN is referred to as the EAGC's flagship as an online platform providing market intelligence information on grain markets across the region. The platform has recorded user progress increasing from 8,614 to 99, 578 visitors from 2012 to 2017, and the number of markets updated in accordance with the indicator was 71, which was according to target. There are indications of increased interest by partners to collaborate with EAGC thanks to the fact that RATIN can integrate data contributed from several different partners such as the Famine Early Warning Systems Network[27], FAO[28] and the World Food Programme.

Several stakeholders and partners have shown an interest in using the outputs of, or cooperating on RATIN. The Ministry of Trade, Kenya, acknowledged the usefulness of access to market information through RATIN for farmers and grain buyers and RATIN was quoted in an interview with USAID[29] in Uganda as one of the top EAGC products in terms of usefulness.

Additional potential partners to EAGC in relation to the implementation of RATIN include NASA Harvest[30], and the Africa Trade Policy Centre at the UN Economic Commission for Africa in Ethiopia who have sought to expand data collection, analysis and dissemination in Africa. This implies that there is an opportunity for EAGC to provide a model for cooperation, where international agencies could part-finance the

[26] EAGC report 2019
[27] https://fews.net/
[28] Food and Agriculture Organisation of the United Nations
[29] USAID: United States Agency for International Development
[30] Consortium initiated by NASA (National Aeronautics and Space Administration of USA) to advance adoption of satellite observations for agriculture and food security.

cost of information and production of contents so that smallholder farmers could access the services at reduced price.

Number of users accessing RATIN website and SMS queries

The average progress on this indicator was 71% of the target, and the revenues generated through RATIN sale of data was 29% of the projected amount. This reflects that users need to be sensitized on the use of RATIN as a commercial product, and that more efforts can be made to increase awareness and stimulate payment for access of data through the platform.[31] A wider dissemination of information about the existence and usefulness of the system to potential customers in combination with a deep and business-oriented analysis of for what type of data and to what price different market information shall be made available to different categories of users could make RATIN a better business for EAGC. Smallholder farmers are one of the user categories and their use of the system needs to be paid for to a major extent by users with more resources.

Number of MoUs EAGC signed for collaboration

This activity has been partly effective with 9 new MoUs being signed against a target of 14. MoUs were signed with IGAD[32] Climate Prediction and Applications Centre, Maryland University, Sauti Africa Ltd, the Agricultural Commodity Exchange for Africa - Malawi, Level A, Baraka FM in Kenya, NASA Harvest and United Nations Economic Commission for Africa. This is a mix of public and private entities that can contribute to addressing a number of strategic objectives, including the ratification, domestication and harmonization of grain and HST standards in the EAC countries, and advance research that can develop models that when scaled-up and scaled-out are potentially useful for smallholder farmers and other value-chain actors.

Number of food balance sheet reports generated and disseminated to key stakeholders

Due to challenges in sourcing credible data, this activity did not take off. The activity, recommended by the MTR, was considered an important activity for collaboration with government agencies for more transparency, since the food balance sheet would inform the governments and partners on food availability. They could thus have provided projections for maintaining the levels of food security as basis for decision for food imports and exports. However, sufficient data of good quality was not available to have them produced to an acceptable level of quality and reliability. Therefore, this indicator has not been monitored.

[31] Only subscribed individuals access the data (EAGC Report 2019)
[32] Intergovernmental Authority on Development for eight governments from the Horn of Africa

Number of grain warehouses and other storage facilities providing data into the real time volume tracking system

The projected number of grain warehouses providing data was 201 warehouses and the programme achieved 156, or 78% of the target. This indicator is considered important by the smallholder farmers, since the certified warehouses are important for creating access to market information as a basis for an effective structured commodity trading system. During field interviews, this was mentioned by farmers as a way to facilitate access to markets. For instance, Kilimanjaro AMCOS in Njombe (Tanzania) reported linkage to Silverland Poultry Feeds Company in Iringa for sale of maize whereby 320 farmers sold their maize to the company. The company supplied farmers with seeds (beans and soybeans) as new crop varieties to be produced by farmers and sold to the company after harvest. At the team's focus group meeting in Nakuru, farmers reported that the operational warehouse receipt system is effective through the G-Hubs.

Objective 3: Capacity built in structured grain trading system

Percentage reduction in postharvest losses as a result of adoption of proper postharvest management techniques

This indicator was not reported on due to difficulties in accurately measuring the indicator and since endorsement by authorities in Kenya and in the EAC of standards for post-harvest equipment, especially for HST bags, got delayed. Interviews with the bureaus of standards in Kenya and Uganda and information collected during focus group meetings have shown that HST bags substantially reduce the post-harvest losses and wastage of grain during storage, thereby contributing to food security. The bureaus of standards as well as USAID in Kenya commended the use of HST bags since they improve both food safety and food security while at the same time contributing to sustainable environmental and safety practices. The standards gazettement in Kenya and the subsequent formation of a Joint Standards Technical Committee is an important development for adoption for hermetic storage technologies and may trigger an interest in the EAC and COMESA[33] to establish a common standard.

EAGC has done a lot in promoting reduction of post-harvest losses through capacity building in post-harvest management, stores and storage management and warehouse operations, as well as provision of equipment such as shellers, tarpaulins and sieves. Warehouse certification is also intended to ensure that grain is kept under optimal conditions to reduce losses through spoilage, spillage or destruction by rodents.

[33] The Common Market for Eastern and Southern Africa

Due to the difficulties in accurately measuring post-harvest losses, specific figures based on research evidence are not available. In an interview with KCEP, it was reported that post-harvest losses in Kenya have been reduced from 30% to 14% thanks to improved management.[34]

Percentage of beneficiaries complying with the harmonized grain standards

This indicator was not attainable due to the time it has taken to have the standards reviews enacted at EAGC and them being gazetted, that is, being officially declared and implemented at national level.

Percent of farmer-based organisations and traders associations offering tangible services to members (access to loans, storage, information)

The tangible service offered by farmer-based organisations refer to the grain aggregation and collective marketing services and access to loans and technical services to members. In order to realize outreach to 350 organisations offering actual services and adoption, EAGC sensitized higher numbers than that, on aggregation and collective marketing. Training for members of smallholder farmers associations, millers and traders was provided. Farmers at focus group meetings have confirmed that they got training through EAGC on management and operation of warehouses, use of hermetic storage bags, and on techniques on post-harvest handling and use. They also reported aggregation of commodities at warehouses, and improved produce quality control through moisture meters made available by the programme. This support provided by the programme is considered key to equipping farmers with capacity to produce quality and quantity produce and thereby ensuring access to markets.

Increase of stakeholders utilizing program supported systems

This activity has performed well through effective utilization of support systems, and resulted in 88,399 farmers operating aggregation centres, and warehouse operators running 52 warehouses.

The value-chain actors, including smallholder farmers, associations, cooperatives, processors, and grain buyers and sellers, could effectively access market information through mobile phones using the G-SOKO online platform. The platform was useful for getting good prices online from alternative national and regional buyers. The benefits of trade trickled down to smallholders who had aggregated commodities at warehouses and entered into purchase contracts with buyers. It was reported during a focus group meeting in Njombe, Tanzania, that the programme distributed mobile phones to farmers associations, intended to be used for accessing market information.

[34] This is non-triangulated information that would need verification. On the KCEP website, the reduction has been quantified as being from 30% to even 5%.

Objective 4: Improving grain trading environment in the region

Percent of target countries implementing the EAC harmonized grain quality standards

The percentage of EAC countries under this indicator is 100%.

The standards in question have included standards for rigid plastic hermetic silos used for storage of dry food commodities; standards for hermetic storage technologies; standards related to non-tariff barriers; and process grain standards, e.g. for rice and maize. The important supporting role of EAGC in developing and facilitating the introduction of these standards was commended by concerned government stakeholders in Uganda.

The EAGC work related to standards has included a review of nine standards for grains and derived products harmonized for East Africa; development of standards for sampling and testing methods to support uniform implementation of the harmonised standards; development of Kenya standards for hermetic storage bags and rigid plastic hermetic silos; and escalation of these Kenya standards to regional standards for use in all EAC countries.

Private sector grain trade advocacy issues addressed by relevant national and regional institutions by 2018

According to EAGC reporting, a total of 20 different grain trade advocacy issues were addressed by mid 2019, which was above target. The activities achieved good results thanks to effective collaboration between EAGC and their partners, which included the Kenya Private Actor Alliance, the Tanzania Private Sector Foundation, the Tanzania Pulses Network and the Private Sector Foundation of Uganda. In Tanzania, the Agriculture Non-State Actors Forum and the Policy Advocacy group engaged actively with the government on different policy issues including the annual national budget formulation. Effective dialogues related to grain trade policy were in areas including removal of export bans on food commodities in partner states, pulses export to India, taxation of post-harvest equipment in East Africa, and EAC aflatoxin strategy.

Number of countries that evolve instruments to implement harmonized EAC grain quality standards at national level.

So far, Kenya, Tanzania, Uganda and Rwanda have finalized gazettement of standards for grain quality. Several stakeholders in Uganda recognized the important role played by EAGC in supporting these processes. It is the intention of EAGC to seek funding for working with the national bureaus of standards to develop roadmaps for standards implementation.[35]

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[35] EAGC Report 2019

3.3.2 What have been the reasons for the programme contributing or not contributing to its intended results?

Based on document study, interviews and focus group meetings, the team has found that the following qualities of the programme have contributed to results achievement:

- Quality of programme organisation. As analysed in Section 3.2.3, the organisation structure of EAGC is considered largely fit-for-purpose.
- Well above average staff competence. This finding is based on interviews and other interaction with programme staff, including the forcefield workshop.
- Appreciation by stakeholders in the countries of programme staff. Based on interviews and observations in Kenya, Tanzania and Uganda, EAGC staff both at the regional secretariat and at country level are appreciated for their competence and professionalism.
- High level of relevance at all levels, see analysis provided in Section 3.1.
- Support from governments due to high perceived relevance of interventions. EAGC is engaged in activities that are considered highly relevant for the governments, as described in Section 3.1.
- Multi-stakeholder public-private dialogue has been helpful in building support to the programme. The programme has shown capacity for interaction, engagement and dialogue with a wide variety of related stakeholders in both the public and private sectors.

The following conditions are considered to have hindered the achievement of results:

- The current situation with insufficient funding of the programme, which means EAGC has had to re-prioritize among activities and allocation of resources.
- National political considerations that work against enhanced and free trade in the region. This refers to market interference by governments, such as export bans, which have occurred during the implementation of the programme. With the establishment and complete ratification of AfCFTA[36] such interferences will be less likely.
- Political unrest in particularly Burundi and South Sudan has made it difficult to initiate activities there (see Section 3.2.3).

The results of the forcefield analysis carried out during the workshop with EAGC staff (see Figure 4) are presented in Table 2 and Table 3 below. It should be noted that the role of the evaluation team was to facilitate the workshop, and it did not engage in the

[36] AfCFTA: The African Continental Free Trade Area, is a free trade area which as of December 2019 includes 29 countries.

identification, specification or ranking of the factors. The workshop results are therefore owned by EAGC and do not reflect any priority assessments of the team.

The workshop participants provided a priority ranking or factors that support change towards meeting the development objective of the programme and others which are against the program change. They refined all parameters and come up with 10 factors for change and 10 for against change. The two tables give further input to possible contributing and non-contributing factors for programme results achievement. It should be noted note that the lower the score, the higher the rank or priority. Please see Section 2.3 for an account of the detailed methodology.

With regard to the results of the first part of the group work, the ‘factors for’, it is worth mentioning that all factors except one are largely factors with which EAGC currently work and which they can at least to some extent influence. For ‘factors against’, the corresponding figure is five, which means half of these factors are beyond the control of EAGC. Four of the factors are included in both tables (policy, knowledge and skills, access to market, and access/availability of information), which can probably be interpreted such that there are aspects of these factors that work for change and other aspects that hinder change. These four factors represent key areas of EAGC activities and, not surprisingly, they are relatively highly ranked in both tables.

From a strategizing point of view, EAGC can work with both these sets of factors, and in the case of the four common factors, they can work with analysing how to strengthen the positive aspects and how to counteract the negative aspects of the factors.

It is interesting to see that climate change is considered a strong negative factor, which provides an argument for EAGC taking up climate action as a priority. It is also worth noting that neither poverty nor gender were identified as specific priority issues. These findings should be discussed within EAGC and feed into the considerations related to the strategic recommendations made by the team.

Table 2 Ranking of driving forces for change

Factors for change	Score	Rank
Policy reforms in support of national and interregional agricultural trade through public private dialogue.	51	1
Enhanced skills, knowledge, awareness, capacity and attitudes leading to improved adoption of the best practices in the value chain.	58	2
Technological advancement and improvement supporting agricultural productivity, post-harvest handling, marketing trade logistics and financial systems	61	3
Access and availability of information and data across the grain value chain	88	4
Availability of access to finance to increase investment in the value chain	97	5
Improved access to national and regional market	99	6
Availability of arable land and improved adoption of good and sustainable natural resources management and climate action	119	7

Improved infrastructure for agricultural trade and growth	120	8
Strong farmer and trade organisation that advocates for change	140	9
Reduced political instability and conflicts	157	10

Table 3 Ranking of forces that hinder change

Factors against change	Score	Rank
Unfavourable agricultural trade policy environment	51	1
Lack of access to market due to inefficient infrastructure and none-renumeration market system	61	2
Lack of knowledge and skills on modern agricultural production system	75	3
Climate change and land degradation affecting productivity	77	4
Financial conflict leading to low investment in the agricultural value chain	90	5
Lack of access to information and data across the value chain	90	5
Inadequate infrastructure for production marketing and logistics	102	7
Weak institutional capacity	134	8
Resistance to change as result of social cultural norms	143	9
Conflict and insecurity	167	10

FIGURE 4 ONE GROUP ALMOST DONE WITH FACTOR AGGREGATION

3.4 IMPACT

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

The impact results presented below were mentioned during focus group meetings and stakeholder interviews and have been corroborated by other evidence from field visits and study of programme reporting.

Programme impact on communities

Interviews with farmer representatives and information gathered at focus group meetings have shown that there has been an increase in household income for farmers. Incomes have increased due to sales of larger volumes at higher prices, which has improved the standard of living and lessened the level of poverty at household level. The level of poverty of smallholder farmers in rural areas can be exacerbated by hunger and malnutrition as a result of low prices of their commodities. Improved storage facilities and post-harvest handling practices have reduced the risk of the smallholder farmers having to sell at low price. Therefore, the improvement of post-harvest management and establishment of storage and WRS facilities have probably contributed to poverty reduction.

This was corroborated by a bank official in Kenya[37] who mentioned that increased access to markets has had a trickle-down effect for increased income, and that increased bank deposits in the form of monetary savings can be interpreted as being the results of an increase in production. This was also supported by EAGC reporting[38] in which it is assessed that the total value of grain traded under EAGC-supported systems and facilities during the first six months of 2019 amounted to just below 19 million USD. An example of direct attribution to EAGC support is given from Tanzania, where nine smallholder farmers organisations earned just below 300,000 USD from sale of grains resulting from linking of sellers and buyers by EAGC.

An indirect result that was reported during focus group meetings was that consecutive with increased income, the cases where smallholder farmers were actually sending their children to school has increased.

Though there were not many indications of actual job creation, both interviewees and focus group meeting participants mentioned the potential opportunities for rural youth employment through agriculture.

There are several examples of programmes in the region where youth have been specifically targeted through schemes designed at improving their ability to engage and

[37] An official of Equity Bank, Kenya

[38] EAGC, 2019: Semi-annual report.

invest in agriculture activities. In addition to the trainer-of-trainers college graduate scheme mentioned in Section 3.1.1, these have included a credit system with provision of a series of loans to youth where the beneficiaries gradually increase their own input starting with 10% and increasing up to 70 and finally 100%. This scheme encourages youth participation in agriculture and is suitable for both up-scaling and out-scaling. There are also examples of youth benefitting from preferential guarantee schemes and from 12 to 18 month periods of incubation in horticulture, agriculture, live-stock and agro-processing agribusiness followed by assisted setting-up of business on their own land[39].

However, as can be seen in Figure 3 in Section 3.3.1, the EAGC result area for which the lowest percentage of the “highly satisfactory” mark was given by the focus group meeting participants was for “trade opportunity for youth”, it is thus an area where EAGC could improve.

During focus group meetings, the smallholder farmers reported an increase of social interaction as they perform collective storage and marketing of grains. This has increased trust among the community members and enhanced their confidence in getting a better price at collective selling centres than they would have got if they had negotiated individually.

Impact on value chain and actors

Post-harvest handling

As mentioned earlier, the reductions in post-harvest losses have been substantial. It was reported at the focus group meeting in Tanzania and in stakeholder interviews in Uganda, that as the level of awareness and competence related to post-harvest handling and availability of storage facilities improved due to programme interventions, farmers have been able keep grains for their household needs as well as store the surplus at the warehouse for subsequent sale. This has had an important impact on the household income, which has had secondary effects for farmer families, such as increased opportunities for sending children to school and improving the quality of housing, as mentioned by beneficiaries during focus group meetings.

Quality of food and nutrition at household level

In addition to increased income, the opportunity to store surplus grains for household use has generally increased. In the focus group meeting at Nakuru, Kenya, it was reported that the availability of good-quality grain in combination with higher income from sale of produce for which higher-quality food could be purchased, led to improvement of both health and nutrition in the families.

[39] Private Agricultural Sector Support (PASS) programme, Tanzania.

Increased trade opportunity through value chains

There was enhanced trade in pulses such as soybean as a result of EAGC trade promotion and improved access to seed varieties availability. As an example, EAGC advocacy on removal of VAT on inputs from outside Tanzania and facilitation of internal markets was an incentive that resulted in increased soybean seeds availability and increased smallholder farmers production. According to EAGC, following increased production in the country, in 2019 a feed processing company in Tanzania reported the availability of raw soybean for value-added feeds for the first time without relying solely on imports.

It was verified from Tanzania Agricultural Research Institute that the seed varieties are non-GMO and this also corresponds with information from EAGC. EAGC does not directly intervene at production level but adhere to rules and regulations of the host countries, and it seems that none of the countries where EAGC operates allows the use of GMO seeds.

Due to increase in demand for HST bags, there is an increase in the number of manufacturers , which has both a direct and indirect impact on job creation. Job creation occur both at the manufacturing company and along the supply chain for selling and distribution.

Impact on organisations

The ability to link and establish partnerships with organisations and institutions having specific competence or a suitable position to drive change, has been a typical characteristic of EAGC's mode of operation. A number of these partners have been mentioned in other parts of this report. The partnerships have enhanced the quality and effectiveness of the programme. They have also benefitted the partners and their ability to work with the themes that are central to the programme. At the same time as EAGC has made use of the competence of the partners, there has also been a transfer of knowledge and inspiration from EAGC to the partners.

The most apparent capacity-building contribution provided by EAGC has been the training provided, through partners, to farmers and farmer-based organisations on improved post-harvest handling practices, aflatoxin control, and service linkages. Training has also been provided to warehouse operators in post-harvest and storage management practices, quality management and warehouse operations. Through the Grain Business Institute, EAGC has provided training programmes for farmer-based organisations and small-and-medium-sized enterprises in the value chain.

The programme has supported a number of companies in the private sector with capacity building, e.g. training to millers and other value-chain actors. Companies with competence in particular areas of interest to EAGC have been supported in specific activities, as for instance Sorela, the Kenyan company that has carried out training on aflatoxin testing in the region. This type of support has been valuable to the partners and several of them have stated in interviews that their strengthened capacity means they will be in a better position to engage in their part of the grain value chain in the future.

As mentioned, government institutions met with in the region have been appreciative of the cooperation and engagement they have had with EAGC, partly because they appreciate the competence of EAGC staff. Therefore, in addition to the specific services or advocacy inputs provided by the programme, it can be expected that there has also been a transfer of knowledge and approaches to staff in ministries and government agencies. The same will most probably be the case with several of the independent institutions with which EAGC has partnered or cooperated, such as KCEP, AGRA and BRiTEN.

Policy Advocacy

Grain trade policies

The work carried out by EAGC in relation to advocacy and support to policy changes needed for enhanced grain trade has been acknowledged as being strategic and helpful by stakeholders in the countries visited. One example was the intervention of EAGC that lead to a response from the Tanzanian government uplifting an imposed grain export ban, which is considered to have stimulated trade.

Strategy at country and regional level

There has been similar acknowledgement of the importance of EAGC action to support strategic development, and specific sector strategies were mentioned to have impacted endorsement and operationalization at country levels as well as regionally within the EAC. The results of the programme had essential implications for the AGRA operational plan for Tanzania. Significant challenges facing the grain subsector in East Africa have been addressed with the assistance of EAGC, one example being the aflatoxin grain checks in Kenya.

Public stock holding of commodities

Public entities covered by interviews in this area included government food reserve agencies in Kenya and Tanzania[40]. Policy advocacy has aimed at establishing buffer stocks for key staple food in the event of food scarcity as a result of commodity holding. The agencies were asked to develop a strategy for market stabilization and provide an alternative market for surplus grain produced in the countries. The advocacy performed by EAGC has resulted in the procurement of grains of food reserve on a transparent and market-friendly basis by the food reserve agencies.

[40] National Cereal and Produce Board of Kenya and National Food Reserve Agency of Tanzania

WRS Regulatory Framework

There have been changes in legislation in Kenya and Tanzania addressing the WRS regulatory framework, including the passing of a WRS regulation in 2017. In Kenya, it was verified in an interview with the Business Advocacy Fund, that they have collaborated with the programme in facilitating the development of the WRS bill and with advocacy for its enactment. The WRS Act was passed by the government in 2019. Its enactment has provided the necessary legal and regulatory framework to address the market challenges faced by the grain subsector. In Uganda, enactment of WRS, which lies under the Uganda Warehouse Receipt System Authority, was done in 2006.

The availability of these regulatory systems provides a necessary tool for achieving efficiency in marketing and financing of grain trade and this, in turn, is a basis for economic growth in the countries and the region.

3.5 SUSTAINABILITY

3.5.1 Is it likely that the results of the programme are sustainable?

The programme has applied a uniquely broad approach to the promotion of regional grain trade, covering all levels from individual smallholder farmers and their associations to policy and legislation at the highest administrative and political level. In order to do this, EAGC has established cooperation with a large number of ministries, government agencies, organisations, private sector companies and associations, farmer-based organisations and financing partners. When the financial support from Sida expired in 2019, EAGC was able to keep up much of its work in spite of the loss of that important partner by arranging funding from other sources and by re-prioritizing their work programme. It is an indication of the sustainability of the programme organisation as such that it did not tumble and fall in this situation. However, due to unfavourable changes in exchange rates between SEK and USD, a deficit of 1.2 million SEK developed after the termination of Sida support. This had to be absorbed by using savings and services revenue, which has seriously weakened the financial position and concern status of EAGC.

The organisation has highly competent staff and a good institutional reputation. Due to its broad organisational competence it can place bids for contracts with a large variety of funding sources and as one EAGC staff member put it: “we win most of them”.

With regard to some of the more specific results of the programme, for instance the warehouse receipt system and the processes of establishing standards relating to different parts of the value chain, there is little doubt that they will survive and even being replicated based on market forces and the economic driving forces within farmer-based organisations, even if the facilitation support from EAGC were to expire. Some of these results are now embedded in national legislation, and will be pursued by other actors including the private sector. For some other results that are not yet well-established, such as the G-SOKO or RATIN the prospects would be more bleak should external funding suddenly come to an end.

3.6 CROSSCUTTING ISSUES

One important finding, presented for specific themes below, is that the programme lacks strategic documents for three important crosscutting issues: gender, climate change and poverty reduction.

This lack of direction means that these three themes cannot be addressed specifically and with sufficient resources, although addressing them are important for two reasons: for the quality of the programme as such since all three are important with regard to the relevance, efficiency, effectiveness, sustainability and impact of the programme, and for EAGC being in a position to develop a donor-funded income stream.

Farmers and other stakeholders have mentioned several serious **climate change effects** that have been noticed in the region including floods and droughts, and high concentrations of aflatoxins. Attempts to work with climate change issues has already taken place to some extent in the programme. EAGC has cooperated with the Climate and Development Knowledge Network on mitigation effects of climate change on grain quality and post-harvest losses in Kenya and Uganda, and a workshop on assessment of climate needs within the grain value chain was organized by EAGC in 2019. The intervention included a survey of 118 smallholder farmers and 11 traders and millers in Kenya and Uganda, aimed at understanding the information and technology needs for informing proper climate change response in EAGC interventions. These initiatives have been good, but they do not seem to have been part of a fully strategic and proactive strategy for how to work with climate change in the programme.

Climate change issues raised by farmers: Respondents from all the three countries visited reported to have experienced similar climate change effects such as droughts, heavy destructive rains, decrease in crop yields and prevalence of crops pests and diseases. aflatoxins, increase in storage pests and light-weight grains were common to Kenya and Tanzania, while in Uganda high costs of post-harvest handling transport and post-harvest handling management was reported. The increasing prevalence of aflatoxins has largely been attributed to the effects of climate change, although research evidence supporting this is difficult to find. EAGC has facilitated training of stakeholders on aflatoxin testing in countries in the region through Sorela, a private company in Kenya.

Respondents have indicated that they have adopted drought-tolerant crops, abandoned other crops and adopted early maturing crops in addition to shifting to irrigation and other water harvesting practices such as terracing, use of basins and zero tillage.

Out of the farmers, 49% reported to have had challenges with aflatoxins while 38% had no knowledge about aflatoxins and the possible extent to which they have been exposed. The existence of techniques that mitigate aflatoxin was known to 45% of farmers and the known techniques include hermetic bags, use of Aflasafe[41], tarpaulins for harvesting, drying and threshing, use of pallets in warehouses and adoption of proper maize drying techniques.

EAGC has collaborated with an FAO programme, government officials and NGOs to promote conservation agriculture practices particularly with regard to production of pulses in fragile ecosystems. Even after the FAO programme came to an end, EAGC has continued to promote conservation agriculture as a good agricultural practice. Moreover, discussions are advanced with the Climate and Development Knowledge Network [42] to provide funding to EAGC to package and disseminate climate change information and technologies.

3.6.1 To what extent has the programme contributed to poverty reduction?

In addition to references to the poverty-reduction relevance and effectiveness of the programme made earlier, notably in Sections 3.1.1, 3.1.4 and 3.4.1, some specific examples are given here. During the visits carried out in the three countries, including focus group meetings, the team could verify several examples of direct poverty-reduction related programme activities focusing on agricultural production.

The team has found evidence that the level of purchase power of farmers engaged in grain production has increased, which has meant increased access to assets at household level. Examples include:

- It was highlighted by KCEP, that in Kenya farmers' income was substantially increased by increase in maize productivity meaning they now have money to spend for the livelihood of their family.
- In Tanzania, Kilimanjaro AMCOS reported that surplus income from grain was used to purchase motorbikes that are used to transport inputs to the farms, and family members to the hospital. An important side effect has also been that non-members of AMCOS have been encouraged to participate in the programme.

As described in Section 3.1.1, several beneficiaries and partners interviewed provided evidence of poverty reduction in relation to increased income through agricultural production. This is a result of the programme having a direct orientation towards supporting enhanced livelihoods of smallholder farmers, even if there is no explicit

[41] Aflasafe is a biological substance, actually a fungus that is related to the fungus that produces aflatoxin, but with the difference that it cannot produce aflatoxin (https://aflasafe.com/aflasafe/)
[42] International network working to enhance the quality of life for the poorest and most vulnerable to climate change.

overall strategy for how this should be optimally achieved. Such activities and results have included poverty reduction resulting from access to markets and saving schemes, introduction of good agricultural practices and reduction of post-harvest losses. Economic and health benefits following the introduction by EAGC of hermetic storage technology to address the dangers of pesticides is another example of a programme intervention that is directly relevant to people living in poverty.

In addition to these poverty reduction aspects that directly improves livelihoods of smallholder farmers, the programme supports a general economic development at national and regional levels through its role in enhancing national and regional grain trade.

The impact assessment study of the EAGC programme that was carried out in 2017, confirmed that the programmes has had poverty reduction impacts for the programme beneficiaries. The methodology was based on individual interviews, key informant interviews and focus group discussions. From a methodological point of view there are other methodologies to assess possible impacts on poverty and also arrive at how to address the issue more strategically in a programme such as EAGC. One such methodology is the Ex-Ante Poverty Impact Assessment (PIA), which is described in the Box below.

> *Ex ante PIA……helps donors and their partners to understand and maximise the poverty reducing impacts of their interventions responding both to the need for accountability to their constituencies and the importance of transparent evidence-based decision making. The ex ante PIA can guide and assist in modifying the design of interventions to improve the pro-poor impacts and help to identify key areas for monitoring and evaluation. It can identify interventions with high impact on poverty reduction and pro-poor growth as well as mitigating measures to protect the poor. A broad application of ex ante PIA could also provide a potential basis for a harmonised reporting system on poverty impacts. Poverty in the ex ante PIA is defined as a deprivation of multiple capabilities: economic, human, political, socio-cultural, and protective (OECD, 2001: Poverty Reduction, The DAC Guidelines).*

3.6.2 To what extent has gender been mainstreamed in the programme?

The programme does not have a specific gender policy or strategy document that would govern its gender mainstreaming in a strategic way. In fact, gender equality is not specifically mentioned as a core value, or otherwise, in the EAGC Strategic Plan.

This does not mean, however, that gender is not being mainstreamed. Data on participation in training programmes, associations and cooperatives as well as in programme activities is sex disaggregated where possible. Gender-related targets were set in the programme document[43], and according to programme reporting, in most cases

[43] Programme result framework: “30% of program beneficiaries are either gender” and “40% of the smallholders participating in commodity bulking initiatives are either gender”.

the distribution of participation and benefits accrued are close to equal between men and women, which was corroborated by the MTR. In fact, out of around 200,000 current members of profiled groups, 50% are women and 50% men. However, whether the programme is actually changing the gender patterns and increasing the access of women to programme benefits is not clear since there is no gender action plan specifying what the programme intends to do and a budget allocation to make that possible. Such an action plan would also include indicators to show what has been actually achieved over time and a budget allocation also for monitoring the implementation. There are several examples of concrete gender-oriented activities under the programme. There was, for instance, cooperation with EAGC through joint work with EABC and other partners such as Women Chamber of Commerce Industry and Agriculture to establish key constraints on gender mainstreaming

The programme document set out that gender analyses would be an integral part of the programme, focussing on a number of key aspects, including the role of women farmers and traders in the structured trading system, participation in associations and other components of the programme, access to market information, problem documentation, and monitoring of programme impact on women. There are some examples of such analyses, including joint work with EABC and other partners, but it does not seem as gender analyses as such have been mainstreamed.

The team has come across examples where gender analysis could be applied in order to identify and counteract gender bias in access to support for certain groups. One such example was brought up at a focus group meeting with farmers associations at Nakuru, Kenya, where concerns were raised by women participants who have sought and failed to access credit despite them participating in the warehouse receipt system model.

> *"This is on behalf of the women. It is still very hard for women to access bank loans. EAGC should kindly continue sensitizing bank where possible to find a way or to act as a link between the bank and the women groups. Warehouse Receipt System is good but there should be enough opportunities to explore" (Participant in Farmers Association focus group meeting in Nakuru, Kenya.*

However, there is also evidence of interventions to facilitate the provision of access to agricultural loans to women groups. Examples of such loans include one based on inventory financing and one for purchase of grain from members and neighbours to meet their contractual obligations to the World Food Programme. In general, there is less mention of women farmers' access to credit than that of men. There is thus an opening for EAGC to influence financial service providers to develop special loan products to support the inclusion of rural women.

3.6.3 To what extent has the programme contributed to gender equality?

As described in Section 3.6.2 above, the programme has contributed successfully to improving gender equality by means of mainstreaming gender in its operations. There are opportunities for improving this function through more strategic and evidence-based approaches in local communities where there is need for engagement by the programme.

3.6.4 To what extent has the programme applied a rights-based approach?

The programme does not have a specific strategy or document for how to address human rights issues. In fact, human rights are not mentioned in the grant proposal (programme document) and consequently not in the programme reporting, results framework or indicator list either. This does not mean, however, that the principles of human rights are not considered in the programme

The extent to which the four core principles of human rights are addressed in the programme is assessed in the following text. The four principles are:

1. Non-discrimination
2. Participation
3. Transparency
4. Accountability

Duty bearers and rights holders

The duty bearers in relation to the programme are government officials working primarily in the sectors related directly to the agriculture value chain and regional grain trade. The programme co-operates with government, but not as partners, at all levels from central ministries to local government and accordingly the duty-bearers are also represented at the local government level.

Programme staff of EAGC and their partners, work together with actors along the value chain to realise the rights of farmers and other beneficiaries as rights holders.

It is notable that EAGC has managed well to operate both horizontally towards duty bearers in government and vertically towards rights holders further down in the grain value chain. This should be conducive both to empowering the rights holders to claim their rights and to creating capacity among the duty bearers to fulfil those rights.

Non-discrimination

One issue related to discrimination, as mentioned in the previous section, was brought up in the team's meetings with stakeholders namely the case of women in Nakuru, Kenya, who had attempted but failed in securing loans although they were participants in the warehouse receipt system model. The evaluation finds that women are underrepresented when it comes to securing loans and this is an area where the programme could be providing support.

The programme has been active in advocacy and lobbying on several cases where the rights of actors in the agricultural value-chain have been threatened. These have included:

- In Tanzania, EAGC successfully lobbied against a government withdrawal of the input VAT credit for exports of agricultural produce that had been mooted in an amendment bill.
- In Kenya, EAGC reviewed the text of the WRS bill, which was found to have limitations with regard to the interests of key actors and rights holders, including depositors and lenders, and subsequently proposed amendments to the bill.
- In Kenya, EAGC lobbied against Kenya Bureau of Standards and Kenya Revenue Authority against the requirement for traders transporting grain across border outside EAC to have one certificate of conformity per truck. It was later agreed that the traders can use one certificate per consignment instead of per truck as long as the trucks are moving together, a decision that has positive effects on cross-border trade.

Participation

With regard to participation, EAGC is a membership organisation and participation is formally guaranteed, for instance in the form of annual general meetings. The team participated in a national-level annual meeting in Uganda and could verify that this was carried out in a clearly participatory and transparent way, although the number of participants was limited to around 20 - 25 members[44]. The level of participation of members in farmers associations is also considered being sufficient for them to communicate their priorities. According to programme reporting, there is a fully equal participation in profiled members of farmers groups, 50% women and 50% men.

The programme has had a strong focus on capacity building and many beneficiaries who have participated in such events have expressed their satisfaction with the training programmes they have participated in. The programme has also driven many processes engaging stakeholders at all levels, and training programmes organised for farmer organisations include making members and leadership aware of their rights and responsibilities within the organisation and in the grain value chain.

As mentioned in Section 3.6.2, the programme gathers sex-differentiated information on the participation in groups, training programmes and meetings, and the representation is normally around equal for women and men.

Transparency

The programme is assessed to have been invitational and transparent in its communication both internally and externally. This has been reflected, for instance, in several regional meetings that have been organised and conducted by EAGC with large representation from different countries. It is the impression from documentation from such meetings that they have been open to anyone without restriction.

[44] This is the team's post-meeting estimate

The platforms for grain trading (G-SOKO) and access to trade intelligence (RATIN) established by EAGC are in themselves products that enhances transparency in the regional grain trade.

The planned food balance sheets are another product that could have had the same quality of transparency had it been possible to prepare them to sufficient quality.

Accountability

The accountability within the EAGC organisation, is safeguarded by a governance structure at the country level, the Country Programme Committee, which is composed of EAGC members. The purpose of this committee is to enable the EAGC members to hold the Country Managers and their team accountable for delivery of activities in the country workplan. Committee meetings are held on quarterly basis preceding the Board meeting between the committee and the country teams to present progress reports activity plans. From this meeting the reports are handed over to the committee chair who is the Country Director representing the country in the Board of Directors. The Director presents the report to the quarterly Board Programme Committee meeting. All EAGC departments also report to the Board Programme Committee. The finance team reports to the Board Finance Committee and the Board Audit Committee.

Power

Since the HRBA[45] was not applied in the planning of the programme, there is no documentation on any study that could show the power relations at the local community level. While there would be in most cases both smallholder farmers and large landowners at that level, conditions would be different from one country to another as well as within countries. Acquiring available information on this subject could be part of the preparation of an action plan for poverty reduction as recommended in Section 5.1.

[45] Human rights based approach

4 Evaluative Conclusions

4.1 RELEVANCE

The programme is highly relevant in relation to development policies and strategies in the region as well as to the needs of its beneficiaries. It is highly relevant also in relation to the strategy for Sweden's regional development cooperation in Sub-Saharan Africa.

The programme benefits have clear linkages to enhanced resilience of beneficiaries to climate change. While the programme has taken up some initial activities related to climate action, this has so far been done with limited strategic direction.

The relevance of the programme for poverty reduction is high, both at community and household level where the programme provides support to smallholder farmers in terms of income, livelihoods and resilience. The programme is relevant from a poverty reduction point of view also at national and regional level, since improved agricultural productivity and enhanced trade should have a positive impact on the national and regional economies, and on regional and national food security and food safety.

Even so, the team also concludes that there is potential for improving the relevance in several ways. For instance, youth are generally disadvantaged with regards to opportunities for finding jobs. There are several examples in the region of successful attempts to exploit the potential that exists for engaging youth in agriculture and EAGC, with its long experience of supporting capacity building, is well positioned to support this.

4.2 EFFICIENCY

While the overall efficiency of EAGC is good, its organisational and financial sustainability is still not evident for reasons described in Section 3.5. Sida has provided support from 2008 to 2019, which may seem a long time. However, considering the complexity and wide span of themes, activities and partnerships that have been established with successful results, it would be appropriate to prolong the support. This could safeguard the sustainability of the two platforms built up for grain trade and trade intelligence, which are promising and considered useful by many stakeholders.

It is concluded that EAGC has not managed its membership optimally. The fact that 120 emails sent out for the questionnaire issued by the evaluation bounced on the address provided by EAGC, indicates that there is need for improving the membership database and probably also how communication with the members is managed. This would require an updating of email addresses.

The cost level in relation to the amount and quality of results is deemed justified.

The programme oversight carried out by Sida is assessed as having been efficient and useful to the programme.

4.3 EFFECTIVENESS

The programme has shown an acceptable level of effectiveness in the implementation of activities. The ability of EAGC to engage with competent partners has been conducive to achieving intended results. The programme has been effective in training smallholder farmers and providing opportunities for certified storage, enabling farmers to aggregate grain and negotiate sales collectively. The EAGC grain-hub trade model has been effective as a tool for facilitating trade and accessing credit for smallholder farmers. Notably, training on post-harvest handling and access to equipment have resulted in reductions of post-harvest losses and improved grain quality. Through the Regional Agricultural Trade Intelligence Network (RATIN), there has been access to information but also challenges in terms of getting sufficient payment for access.

The commitment to increasing grain trade in partner states and the region is shown by the grain traders as well as government agencies participating in Business to Business meetings and trade facilitation forums. Moreover, the engagement of government agencies in commodity procurement in Kenya and Tanzania has shown commitment to achieving food security in the countries, and enhancing trade and availability of markets for the benefit of smallholder farmers.

4.4 IMPACT

With regard to impact on communities as a result of the programme interventions, there are clear indications of increased production and reduced post-harvest losses resulting in larger margins for storing surplus for household food security. There are also indications of increased smallholder farmer household incomes and savings, in turn resulting in increased investment and use of services. There is no evidence of any substantial effects in terms of increase in jobs for rural youth, although the potential for this is clear and should be exploited. Some enhanced social interaction has been reported as a result of increased production and incomes, which has increased trust and confidence among beneficiary groups.

Strategy and policy advocacy effects of the programme have been considerable and important, both at regional and national level. For instance, the programme has had effects on strategies for market stabilisation and procurement of grains for food reserves in Kenya and Tanzania, and introduction of aflatoxin grain checks has been facilitated in several countries. Facilitation of regulatory frameworks has been carried out by EAGC, which has led to several important legislations related to addressing market challenges faced by the grain subsector, including on warehouse receipt systems. The programme has supported the development and introduction of standards in several countries, for instance on grain quality and warehouse management, which can be expected to impact on productivity, food safety and food security.

4.5 SUSTAINABILITY

There are indications of sustainability of several of the processes and results that have been initiated and produced under the programme and which drive the achievement of future benefits. Several of these processes would probably survive even without external support from EAGC due to market demand and other driving forces. There are also products that are new and not yet sufficiently well-established, such as the EAGC Grain Trade Platform (G-SOKO) and RATIN, for which the prospects of sustainability would be less apparent should external funding cease.

It was a main recommendation of the MTR that EAGC develop an income stream based on their positioning as a preferred partner of international development agencies. This was a correct recommendation to make at that stage, but unfortunately this funding stream has proven unreliable during the last two years. It is therefore important for institutional sustainability that EAGC continue also with strong efforts to develop additional revenue streams based on EAGC products and services.

4.6 CROSSCUTTING ISSUES

The programme provides direct and indirect benefits for people living in poverty through improved family livelihoods resulting from higher income from selling grains due to better inputs, reduced post-harvest losses and higher selling prices. To some extent, people living in poverty also benefit from environmental improvements that may result from programme interventions, e.g. in the form of reduced exposure to aflatoxins and pesticides. It is also expected that enhanced grain trade facilitated by the programme will have a general poverty reduction effect as a result of macro-economic development. At the same time as there are these positive poverty reduction effects, however, it is concluded that there is no comprehensive and budgeted plan for how the programme could address poverty reduction in a more focused and strategic way.

Climate change has been mentioned by many stakeholders as having a direct negative effect on food production, livelihoods and health, and farmers are trying to find ways of adapting to new climate and weather conditions.

While the programme is not gender blind in terms of accounting for contributions from and equal participation of men and women respectively, it is clear that there is lack of a plan for how to address gender issues strategically.

Neither does the programme have a strategic approach to human rights issues. However, the team has not found any glaring issues related to any of the Human Rights Based Approach principles.

5 Recommendations

5.1 RECOMMENDATIONS TO EAGC

The findings and conclusions of this evaluation coincide in most cases with those of the MTR. The general recommendation is the same as the one made by the MTR, namely to largely continue with what has been done until now, but with some adjustment.

The MTR recommended that EAGC ascertain that monitoring be sufficient to learn from results in the field rather than just being an instrument for progress monitoring. It was found in the current evaluation that there is scope for improving the quality and usefulness of indicators, and a recommendation on this has been included below, as part of the suggested development of a Theory of Change and an updated results framework.

The MTR recommended that EAGC should develop a donor-funded income stream. The current evaluation supports this, but also recommends that internal and commercial revenue streams based on EAGC products and services should continue to be developed. Having these two complementing financing sources is in line with the current EAGC strategic plan. This strategy would include continuing and strengthening G-SOKO, RATIN, Grain Hubs, the Grain Business Institute and the general business linkage activities, as was recommended also in the MTR.

The MTR recommended further development of regional balance sheets. However, delivering this product was unfortunately found unrealistic due to challenges in sourcing correct data, without which they would not be credible. A continuation of training at different levels of the value chain was also recommended.

The main difference between the MTR and the current evaluation is the weight that is now put on recommendations related to poverty orientation, climate action and gender mainstreaming, aspects that were not covered to any substantial extent in the recommendations of the MTR report. With such strategies in place, the programme would enhance both its efficiency and effectiveness, and its relevance in relation to Swedish regional development cooperation and to the objectives of many other potential financing partners as well.

Main recommendation for the short-term: Strategic action plans

The general findings and conclusions of this evaluation are positive and indicate that EAGC should continue with the themes, activities and methodologies that they are currently implementing, as reflected in their current strategic plan.

However, in order to provide strategic direction to the integration in EAGC operations of three core overarching themes that are important for enhancing efficiency, effectiveness and sustainability of the programme, it is advised that EAGC develop and implement thematic strategic action plans for their work on poverty reduction, climate action, and gender mainstreaming, as detailed below.

The plan preparation, which should start as soon as possible, should be based on appropriate context and needs analyses and should make adequate use of the body of knowledge, experience, expertise and other resources available with EAGC and their partners, including Sida. Each action plan should include a set of specific time-bound actions, an implementation monitoring and evaluation matrix with realistic indicators and targets, and a capacity building programme for the specific theme. Each plan should have a budget allocation for its implementation, fixed and with funds available for the duration of the plan.

1. Strategic action plan for **poverty reduction**: This could apply an *Ex Ante* Poverty Impact Assessment (PIA) methodology, through which the programme can target people living in poverty specifically and more directly, as a complement to the regular activities addressing poverty through enhanced trade and macro-economic development and a general orientation towards supporting smallholder farmers.
2. **Climate change** adaptation and mitigation strategic action plan: The plan should identify focus areas where climate change adaptation is most important for supporting and sustaining different parts of the grain value chain, including securing community livelihoods. It should also cover climate change mitigation options throughout the grain value chain as well as any other climate action found relevant.
3. Strategic action plan for **gender mainstreaming**. The plan should be based on gender analysis and gender impact assessment. Considerations related to youth will be integrated in the plan.

Other recommendations for the short-term:

- EAGC is encouraged to manage its membership more efficiently, starting immediately with updating the names and addresses based on actual conditions. A minimum criterion for keeping membership status should be established, for instance that the member has a valid email account or any other functioning means through which EAGC can communicate. Members who do not meet this criterion should be culled out from the membership register.
- Follow up the results of the Forcefield analysis workshop with a strategic planning activity starting as soon as possible, aiming at enhancing project relevance and implementation effectiveness. This should include an assessment of the relevance and possible updating of the construed Theory of Change of the programme, followed by an updating of the results framework with relevant indicators of good quality, including the three themes for which strategic plans have been recommended above, and adapt the system for M&E data collection accordingly.

Recommendations for the middle- and long-term:

- In order to ensure the institutional sustainability of EAGC, continue and intensify efforts to develop additional internal revenue streams, meaning non-governmental and non-donor sources, based on G-SOKO, RATIN, G-Hubs, the Grain Business Institute and other services and products.
- There should be strong focus on programmes to address commodity trade environment, and business development and market efficiencies at meso and micro levels.
- Further, EAGC could position themselves in the regional blocks (EAC, COMESA and SADC) to address grain standards, and simplified trade regime through awareness creation to grain traders and women grain entrepreneurs especially on cross border trade.
- Training and other capacity building, advocacy and partnering at regional, national and local level should continue.
- EAGC can specify strategic cooperation with public agencies and stakeholders and integrate the G-SOKO into commodity exchange bureaus market information systems to address transparency in the grain trade, and continue supporting the integration of smallholder farmers and SMEs.

5.2 RECOMMENDATIONS TO SIDA

The team sees three realistic exit alternatives for Sida:

1. Provide no further funding to EAGC
2. Provide project support based on selected priority components of the EAGC portfolio
3. Provide core support to the implementation of the EAGC Strategic Plan

The evaluation has shown that the programme has achieved good results, appreciated by stakeholders and beneficiaries at all levels. In most areas it corroborates the positive findings and conclusions of the MTR. At the same time it is concluded that EAGC is in need of continued external support to sustain the activities until it has developed its internal funding sources or other external financing. The first alternative is therefore not recommended.

An important quality of the programme lies in its proven ability to reach out successfully both vertically and horizontally to stakeholders and beneficiaries at all levels through a number of specific and complementary interventions. This is rather unique and provides for effectiveness of the interventions. This should be reflected in the design of any future support, meaning that it would be more logical to provide core support that would cover the totality of EAGC interventions, rather than project support to specific parts of the EAGC Strategic Plan.

Another strong argument for the core support alternative is that the recommended action plans are intended to integrate more clearly three important themes into the operations of EAGC, for which core support would make more sense.

The following recommendations are made:

- Provide restored core support to EAGC in general accordance with the EAGC Strategic Plan, with climate action, gender and poverty reduction being three prominent overarching themes in the programme, the consideration of which should be supported by well-specified and budgeted strategic action plans.
- Provisional to a substantial size of an eventual future support to EAGC, procure an external consultant to assist Sida with implementation monitoring combined with providing technical advice to the programme.

Annex 1 – Terms of Reference

Terms of Reference for the final Evaluation of Sida´s regional core support (2014-2019) to the Eastern Africa Grain Council (EAGC) promoting grain trade in the East African region "Strenghtening Regional Grain Markets II"

Date: 17 October 2019

Evaluation purpose: Intended use and intended users

The rationale for this assignment is to produce an end-of-phase evaluation, that complements the recently conducted Mid-Term Review (MTR) from 2018 of Sida´s core support to the EAGC 2014-2019 in order to advice Sida on possible scenarios for an exit strategy for either core support or project support with clear poverty linkages beyond the end of this support.

The current contribution is part of the trade portfolio within Sweden´s current regional strategy for development cooperation in Sub-Saharan Africa 2016-2021.Sida has been supporting the EAGC since 2008 and the current phase´s activity period ended 30 June 2019. A Mid-Term Review was undertaken during 2018 why this final evaluation can add to and build on that review.

The Embassy in Addis, responsible for the regional strategy for Sub-Saharan Africa, has informed EAGC that currently all contributions within the field of trade and agriculture will not be able to be continued after their finalisation due to limited financial and personal resources. However, it would be interesting to explore different scenarios for possible continued support beyond 2019 as an exit strategy as part of this evaluation based on EAGCs new strategic plan 2018-2022.

Thus, the purpose or intended use of the evaluation is to build on and add to the recent MTR to assess the achievements of the EAGC so far, in terms of results, its potential to support the development of a structured grain trade in the region and its role for food security and poverty reduction. The evaluation can also draw on previous evaluation from previous phase from 2013see Annex D) to grasp what Sida´s support has contributed to in total from ten years of cooperation. The main focus of this evaluation would therefore be to focus on impact and potential scenarios for future support and complement and update the MTR on sustainability and effectiveness.

The tentative main focus would be to analyse [to be discussed with consultants in relation to budget and time plan]:

1. What has been achieved by Sida´s cooperation with a focus on the current phase 2014-2018? (descriptive desk-analysis looking at inter alia previous evaluations/reviews, project documents, reports and results frameworks.)
2. Institutional assessment of EAGC on capacity, skills and expertise and gained in the last ten years with core support of Sida, the risks and mitigation measures and what more may be needed for institutional support to EAGC?
3. What is the effect of the support to EAGC and its achievements in relation to poverty reduction and food security in the region? (include field study and intervews with relevant stakeholders)
4. The interventions/services/products that EAGC has developed, the potential for sustaining these through commercialisation and assessing what support may be needed to deploy and upscale the services.
5. How can the work of EAGC and its effects for poverty reduction and food security be sustained? What could be potential scenarios and preferable exist strategy for Sida?

A.

The primary intended users of the evaluation are inter alia:

- the project management, higher management and the board of EAGC as well as the EAGC country teams
- the Swedish Embassy in Addis Ababa and Sida's Africa Department in Stockholm and other relevant Embassies in Eastern Africa where EAGC is operating

The evaluation is to be designed, conducted and reported to meet the needs of the intended users and tenderers shall elaborate on how this will be ensured during the evaluation process. Other stakeholders that should be kept informed about the evaluation include

- Relevant stakeholders, ministries and agencies in the region
- The EAC secretariat and other relevant Regional Economic Communities secretariats (RECs)

During the inception phase, the evaluator and the users will agree on who will be responsible for keeping various stakeholder informed about the evaluation.

1. Evaluation object and scope

The evaluation object is:

- EAGC "Strenghtening Regional Grain Markets", phase II, 2014-2019 (see project proposal attached).

B.

Sida has been core supporting the EAGC since 2008. The first phase "Strengthened Structured Grain Trading Systems", provided support for the implementation period 2008-2013 (SEK 18.5 million) (see final evaluation attached). A second phase, Strengthening Regional Grain Markets II" supported the implementation of the EAGC strategic plan 2013-2017 for the period 2014-2019 (SEK 36.5 million).

The purpose of the current intervention has been to address key areas responsible for markets failure in the region, namely; storage and collateral systems, coordination and information systems, services for domestic and cross-border trade in staple food and other issues related to market access. The ongoing Swedish support focuses on the following four objectives:

(1) Support the integration of smallholder farmers in the grain value chain

(2) Establish and support the development of national and regional market information systems

(3) Facilitate capacity building at various levels and awareness creation on various aspects of related to grain marketing in the region

(4) Contribute to the improvement of trading environment by providing a forum through which stakeholders in the value chain can engage and dialogue.

These objectives are expected to lead to increased formal trade, reduced transaction costs, increased competitiveness of regional grains, lower consumer prices and increased income for households as well as enhanced availabaility of food and increased food security. The key benefits for smallholder farmers should be long-term stabilization of market prices by crop surplus exports, storage facilitation and receipt system.

EAGC has partnered with the Alliance for Green Revolution in Africa (AGRA), the Dfid-funded programme Food Trade Eastern and Southern Africa (FTESA), the EU-funded Technical Centre for Rural Cooperation (CTA) and Global Communities Agribusiness Investment for Market Stimulation program (AIMS) funded by US Department for Agriculture, USDA to bridge the financial gap. Other partners are inter alia USAID, GIZ, ITC, World Bank and FAO.

By the end of the program (2019) EAGC countries should have the following results:

- Reduced business risks as a result of improved storage, markets intelligence and standards
- More structured and volume traded at national and regional level
- Improved product quality
- Financial institutions engaged in structured trading systems
- Stakeholders (farmers, traders, processors) use structured trading system
- Both public and private sector decision makers have access to marketinformation on a timely basis

A Mid Term Review (MTR) was conducted during 2018 (see MTR evaluation attached). The MTR concluded that the program is very effectively implemented and EAGC and its partners on the ground has developed an approach to development of smallholder grain marketing that is very effective. This is done by a unique model of using smallholder-trader linkages as an incentive to smallholders to upgrade their grain production and quality, which is not a traditional development concept (that either develop smallholders in isolation or assist them to assume the role of traders themselves).

Moreover, through the development of warehouse networks, EAGC is integrating smallholders in grain value chains and upgrading the trading system to which smallholders are being linked to. Also, business linkage development services and other services that EAGC is providing fulfills significant needs. EAGC has further been successful as an advocacy organization regarding grain trade development in the region. The MTR claim that the EAGC is well positioned to become an important partner with development agencies in the region. The MTR concluded that the work of the EAGC is important for both poverty reduction and food security.

For further information, the project proposal is attached as Annex D. The scope of the evaluation shall be further elaborated by the evaluator in the inception report.

2. Evaluation objective and questions

The objective of this evaluation is to

- Build on and complement previous evaluations, the latest one being the MTR that focused on sustainability and effectiveness so to complement that evaluation and focus on impact.
- Formulate recommendations in terms of different secenarios for exit strategy for the Swedish support.

Questions are expected to be developed in the tender by the tenderer and further developed during the inception phase of the evaluation. The main evaluation questions are for example:

Relevance

- To which extent has the project conformed to the needs and priorities of the beneficiaries? How relevant is it for poverty reduction? Which other similar initiatives exists?

Efficiency

- Can the costs for the project be justified by its results? (This question is not expected to be addressed through elaborate cost-efficiency and cost-benefit analyses but rather through analytical reasoning.)

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 (outcomes) of the project are sustainable? Financial sustainability?

The evaluation questions should be related to how the project has contributed to poverty reduction and provide recommendations on how this could be strengthened. The questions should also be related to what extent gender mainstreaming have contributed to gender equality and provide recommendations on how mainstreaming could be strengthened in planning, implementation, or follow-up.

3. Methodology and methods for data collection and analysis

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. Limitations to the methodology and methods shall be made explicit and the consequences of these limitations discussed. A clear distinction is to be made between evaluation approach/methodology and methods.

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.

4. Organisation of evaluation management

This evaluation is commissioned by the Swedish Embassy in Addis Abeba. The intended users are the Embassy, Sida and EAGC. The intended users of the evaluation form a steering group which has contributed to and agreed on the ToR for this evaluation. The role of the steering group is to approve the inception report and the final report of the evaluation. The steering group will be participating in the start-up meeting of the evaluation as well as in the debriefing workshop where preliminary findings and conclusions are discussed.

5. Evaluation quality

All Sida's evaluations shall conform to OECD/DAC's Quality Standards for Development Evaluation[46]. The evaluators shall use the Sida OECD/DAC Glossary of Key Terms in Evaluation[47]. The evaluators shall specify how quality assurance will be handled by them during the evaluation process.

6. 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 October-December 2019. The exact timetable and timing of any field visits, surveys and interviews need to be settled by the evaluator in dialogue with the Steering Group during the inception phase.

The table below lists key deliverables for the evaluation process. Deadlines final report must be kept in the tender, but alternative deadlines for other deliverables may be suggested by the consultant and negotiated during the inception phase.

Deliverables	Participants	Deadlines
1. Start-up meeting [Virtual]	Consultants and Steering Group	One week after the appointment of the Consultant
2. Draft inception report	Consultants develop the method and work plan for the MTR process	Two weeks after the Start-up meeting
3. Comments from intended users to evaluators	Consultants and Steering Group	One week after delivery of the draft inception report
4. Tentative inception meeting (virtual)	Consultants and Steering Group	
5. Final inception report	Consultants based on discussions during the inception meeting	One week after comments by the Steering Group
6. Field work	Consultants with coordination and facilitation by Steering Group	Starting from the final inception report (to be finalised in December)

[46] DAC Quality Standards for development Evaluation, OECD 2010

[47] Glossary of Key Terms in Evaluation and Results Based Management, Sida in cooperation with OECD/DAC, 2014

7. Draft final evaluation report	Consultants, Steering Group	January 2020
8. Comments from intended users to evaluators	Steering Group	Within one week of the receipt of the draft evaluation report
9. Final evaluation report		Within one week of the comments from the Steering Group. Final report January/February 2020

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 evaluation approach/methodology (including how a utilization-focused and gender responsive approach will be ensured), methods for data collection and analysis as well as the full evaluation design. A clear distinction between the evaluation approach/methodology and methods for data collection shall be made. A specific time and work plan, including number of hours/working days for each team member, for the remainder of the evaluation should be presented. The time plan shall allow space for reflection and learning between the intended users of the evaluation.

The final report shall be written in English and be professionally proof read. 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 executive summary should be maximum 3 pages. The evaluation approach/methodology and methods for data collection used shall be clearly described and explained in detail and a clear distinction between the two shall be made. All limitations to the methodology and methods shall be made explicit and the consequences of these limitations discussed. Findings shall flow logically from the data, showing a clear line of evidence to support the conclusions. Conclusions should be substantiated by findings and analysis. Evaluation findings, conclusions and recommendations should reflect a gender analysis/an analysis of identified and relevant cross-cutting issues. Recommendations and lessons learned should flow logically from conclusions. 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 (including

Terms of Reference and Inception Report). The evaluator shall adhere to the Sida OECD/DAC Glossary of Key Terms in Evaluation[48].

The evaluator shall, upon approval of the final report, insert the report into the Sida Decentralised Evaluation Report for decentralised evaluations and submit it to Nordic Morning (in pdf-format) for publication and release in the Sida publication data base. The order is placed by sending the approved report to sida@nordicmorning.com, always with a copy to the responsible Sida Programme Officer as well as Sida's Evaluation Unit (evaluation@sida.se). Write "Sida decentralised evaluations" in the email subject field. The following information must always be included in the order to Nordic Morning:

1. The name of the consulting company.
2. The full evaluation title.
3. The invoice reference "ZZ980601".
4. Type of allocation "sakanslag".
5. Type of order "digital publicering/publikationsdatabas.

7. Evaluation Team Qualification

The evaluation team should include the following competencies: evaluation expertise, relevant academic background with experience from work in market development issues such as international trade, private sector development, trade and agriculture or similar, English language skills.

It is important that the competencies of the individual team members are complimentary. It is highly recommended that local consultants are included in the team. The evaluators must be independent from the evaluation object and evaluated activities, and have no stake in the outcome of the evaluation. A CV for each team member shall be included in the call-off response. It should contain a full description of relevant qualifications and professional work experience.

8. Financial and human resources

The maximum budget amount available for the evaluation is SEK 500.000. The Program Officer/contact person at the Swedish Embassy in Addis Ababa is Mr. Ulf Ekdahl, ulf.ekdahl@gov.se. The contact person should be consulted if any problems arise during the evaluation process.

[48] Glossary of Key Terms in Evaluation and Results Based Management, Sida in cooperation with OECD/DAC, 2014

Relevant Sida documentation will be provided by the EAGC contact person exective director Mr. Gerald Masila, gmasila@eagc.org.

Contact details to intended users (cooperation partners, Swedish Embassies, other donors etc.) will be provided by the EAGC and the embassy.

The consultant will be required to arrange the logistics, such as booking of inerviews, preparing visits, with assistance from EAGC regarading booking of interviews, preparation of visits etc.

9. Annexes

Annex B: Data sheet on the evaluation object

Information on the evaluation object (i.e. intervention, strategy, policy etc.)	
Title of the evaluation object	Srtengthening Food Grains Market Systems in Eastern and Southern Africa
ID no. in PLANIt	51050060
Dox no./Archive case no.	UM2016/19271
Activity period (if applicable)	1 July 2014- 30 June 2019
Agreed budget (if applicable)	36.5 MSEK
Main sector	Market development
Name and type of implementing organisation	Eastern Africa Grain Council
Aid type	Core support
Swedish strategy	Strategy for Sweden's regional development cooperation in Sub-Saharan Africa 2016-2021

Information on the evaluation assignment	
Commissioning unit/Swedish Embassy	Swedish Embassy in Addis Ababa
Contact person at unit/Swedish Embassy	Ulf Ekdahl
Timing of evaluation (mid-term review, end-of-programme, ex-post or other)	End of programme
ID no. in PLANIt (if other than above).	

Annex C: Decentralised evaluation report template

Annex D: Project documents

Annex 2 – Evaluation Matrix

Questions raised in ToR	Indicators to be used in the evaluation	Methods	Sources	Availability /reliability of data Comments
Relevance				
To which extent has the programme conformed to the needs and priorities of the beneficiaries?	Level of appreciation by beneficiaries, by category Level of adherence of programme implementation to the regional strategy for Sweden's development cooperation with Sub-Saharan Africa.	Document analysis Focus group Interviews Questionnaire	Staff of programme implementation organisations Value-chain actors Smallholder farmers	Medium/medium
How relevant is the programme in relation to development policies and strategies in the region and the countries involved?	Level of adherence of programme implementation to regional and national-level policies and strategies Level of appreciation by beneficiaries, by category	Document analysis Focus group Interviews Questionnaire	Staff of programme implementation organisations Value-chain actors Smallholder farmers	Good/medium
How relevant is the programme in relation to Sweden's development cooperation?	Level of adherence of programme implementation to the regional strategy for Sweden's development cooperation with Sub-Saharan Africa.	Document analysis Focus group Interviews	The two Swedish strategy documents Effectiveness focus group with EAGC Sida staff	Good/good
How relevant is the programme for poverty reduction?	Extent to which programme results benefit people living in poverty Level of adherence of programme implementation to regional and national-level poverty reduction strategies	Document analysis Focus group Interviews	Progress reports EAGC programme impact assessment report Effectiveness focus group with EAGC Government ministries Value-chain actors Smallholder farmers	Limited/limited
Which other similar initiatives exists?	Availability and type of similar initiatives	Document analysis Focus group Interviews	Progress reports EAGC staff Government ministries Value-chain actors	Good/good

Efficiency				
Can the costs for the programme be justified by its results?	Number of beneficiaries reached by EAGC activities Total cost of programme	Document analysis Focus group Interviews	Progress and financial reports EAGC programme impact assessment report EAGC staff	Medium/medium
To what extent has there been an increase of capacity, skills and expertise of EAGC as a result of the core support from Sida?	Perception among beneficiaries of level of capacity, skills and expertise change	Document analysis Focus group Interviews Questionnaire	Progress reports EAGC programme impact assessment report EAGC staff Government ministries Value-chain actors Smallholder farmers	Medium/medium
Is the organisation of the programme fit for purpose?	Perception among stakeholders and beneficiaries of quality of communication and knowledge transfer Number of up-scaling examples	Document analysis Focus group Interviews	Progress reports EAGC staff Government ministries Value-chain actors Smallholder farmers	Medium/medium
Effectiveness				
To what extent has the project contributed to intended outcomes?	Performance indicators specified in the programme logframe	Document analysis Focus group Interviews	Evaluation 2013 MTR Programme proposals Annual and semi-annual programme reports Effectiveness focus group with EAGC	Good/good
What have been the reasons for the programme contributing or not contributing to its intended results?	Reasons reported by EAGC Reasons reported by other stakeholders and beneficiaries	Document analysis Focus group Interviews Force-field analysis	Progress reports Effectiveness focus group with EAGC Force-field analysis workshop with EAGC	Medium/medium
Impact				
What is the overall impact of the programme in terms of direct or indirect, negative and positive results?	Reported examples of impact	Document analysis Focus group Interviews Questionnaire	EAGC programme impact assessment report Government ministries EAGC staff Value-chain actors Smallholder farmers	Limited/limited

Sustainability				
Is it likely that the results of the programme are sustainable?	Number of examples of results replications or up-scaling independent from the programme	Document analysis Focus group Interviews	EAGC programme impact assessment report Government ministries EAGC staff Value-chain actors Smallholder farmers	Good/good
Crosscutting issues				
To what extent has the programme contributed to poverty reduction?	Extent to which programme results have benefitted people living in poverty	Document analysis Focus group Interviews	EAGC programme impact assessment report EAGC staff Value-chain actors Smallholder farmers	Limited/limited
To what extent has gender been mainstreamed in the programme?	Extent to which data disaggregated by sex are available Number of gender mainstreaming activities undertaken by the programme	Document analysis Focus group Interviews	Progress reports EAGC staff Value-chain actors Smallholder farmers	Good/good
To what extent has the programme contributed to gender equality?	Perception among stakeholders and beneficiaries of contributions to gender equality	Focus group Focus group Interviews	EAGC staff Government ministries Value-chain actors Smallholder farmers	Limited/limited
To what extent has the programme applied a rights-based approach?	Level of participation of disadvantaged groups in programme activities Perception of level of participation and communication among beneficiaries	Document analysis Focus group Interviews	Progress reports EAGC staff Value-chain actors Smallholder farmers	Medium/medium

Annex 3 – Key documents studied

Published by	Title	Year
EAGC	Programme proposal	2013
EAGC	Progress reports, 2014-2019	
EAGC	Sida III proposal	2019
EAGC	Strategic Plan 2018-2022	2018
EAGC	Impact assessment of the EAGC Program	2017
Ministry for Foreign Affairs, Sweden	Strategy for Sweden's regional development cooperation in Sub-Saharan Africa 2016-2021	2016
OECD	Promoting pro-poor development: *Ex Ante* Poverty Impact Assessment	2007
Sida	Mid-Term Review	2018
Sida	EAGC evaluation	2013
Sida	Grant Agreement	
USAID	EAGC grant matrix	
	Websites for cooperating partners	

Annex 4 – Persons interviewed

Available upon request.

Annex 5 – Sida performance indicator matrix

#	Indicators	Baseline	Annual (2015)			Annual (2016)			Annual (2017)			Annual (2018)			Semi-annual (2019)			Cumulative (2015 -2019)		
			Target	Achievement	Percentage	Target	Achievement	Percentage	Target	Achievement	Percentage	Target	Achievement	Percentage	Target	Achievement	Percentage	Target	Achievement	Percentage
	Objective 1:Support integration of smallholder farmers in the grain value chain																			
1	10% annual increase in value $ of loans issued through WRS and inventory credit.	$280 000	$383 000	$895 000	234%	$460 000	$428 000	93%	$550 000	$669 642	122%	$605 000	$210 000	35%	332750	124332	37%	$2330 750	$2 326 974	100%
2	Number of financial institutions providing WRS and inventory credit financing	2	4	1	25%	5	3	60%	6	3	50%	6	1	17%	6	2	33%	27	10	37%
3	Number of smallholder aggregation centres established	22	155	156	101%	180	156	87%	180	200	111%	250	229	92%	350	352	101%	350	352	101%

4	Annual increase in volume of grain traded in national markets through structured trading system	5 905	25 000	92 357	369%	120 000	92 649	77%	160 000	191 872	119%	330 000	592 609	180%	132 500	56 996	43%	767 500	1 026 483	134%
	Objective 2: Establish and develop national and regional market information systems																			
5	Number of markets with 90% price data updated in RATIN	30	35	30	86%	50	44	88%	55	56	102%	55	71	129%	71	71	100%	71	71	100%
6	Number accessing RATIN website and SMS queries (20% annual increase in number accessing RATIN website and SMS queries)	55 902	67 082	70 793	106%	120 000	69 298	58%	100 000	103 815	104%	150 000	107 768	72%	84 000	19 900	24%	521 082	371 574	71%
7	Number of MoUs EAGC signed for collaboration in information sharing and dissemination	5		-	-	4	1	25%	3	2	67%	3	3	100%	4	3	75%	14	9	64%
8	Number of food balance sheet reports generated and disseminated to key stakeholders.	1	4	0	0%	4	0	0%	4	0	0%	4	0	0%	4	0	0%	12	0	0%
9	Number of grain warehouses and other storage facilities providing data into the real time volume tracking system	17	30	24	80%	40	55	138%	67	52	78%	67	52	78%	67	52	78%	201	156	78%

	Objective 3: Capacity built in structured grain trading system																			
10	Percentage reduction in postharvest losses as a result of adoption of proper postharvest management techniques	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA
11	Percentage of beneficiaries complying with the harmonized grain standards	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	NA	Na	NA	NA	NA	NA
12	Percent of farmer-based organisations and traders association offering tangible services to members (access to loans, storage, information	NA	155	156	101%	180	156	87%	350	200	57%	250	229	92%	350	352	101%	950	781	82%
13	30% annual increase of stakeholders utilize program supported systems	NA	30	76	253%	30	20	67%	30	42	140%	30	11	37%	30	33	110%	90	86	96%
	Objective 4: Improving grain trading environment in the region																			
14	Percent of target countries implementing the EAC harmonized grain quality standards.	NA	NA	NA	NA	NA	NA	NA	80%	80%	80%	80%	60%	60%	80%	100%	100%	2	2	100%
15	50% of private sector grain trade advocacy issues addressed by	NA	6	6	100%	6	8	133%	6	8	133%	6	6	100%	6	6	100%	18	20	111%

	relevant national and regional institutions by 2018.																			
16	Number of countries that evolve instruments to implement harmonized EAC grain quality standards at national level.	NA	NA	NA	NA	NA	NA	NA	5	5	100%	5	4	80%	5	0	0%	5	5	100%

Comments on indicators

3 The target and achievement on this indicator were cumulative from year to year to achieve 350 groups by end of programme.

4 For this indicator it was realized that the original targets were very low so it was decided to adjust targets annually during the annual work planning based on the previous year performance.

5 This indicator was cumulative from year to year. The markets and borders monitored from year to year were the same with new locations added each year. By 2019 a decision was made to maintain the locations at 55 and concentrate on effectiveness and efficiency of the data collection and dissemination. The increase in 2019 only resulted from the inclusion of the DRC Congo borders and markets under the partnership with Adams Smith International.

6 The actual original targets for 2017, 2018 and2019 according to the results summary shared with Sida during the proposal submission were; 96,599, 115,918 and 139,102 respectively. However, the targets were adjusted during the annual planning to stretch the level of ambition. As such, according to the original target the performance was good but according to the new levels of ambition it was not realized.

7 No target or achievement reported for 2015 (indicator not tracked)

8 The food balance sheet did not take off. Despite EAGC designing it on platform detached from the platform managed by EAGC there was a challenge in sourcing credible data.

10 This indicator was dropped in subsequent revisions of the results framework due to difficulties of accurately measuring the indicator.

11 The indicator could not be realized due to the lengthy period it has taken to have the standards reviews enacted at EAGC and their gazettement at national level.

14 In 2015 and 2016 the EAC grain standards of 2013 were still undergoing revision at EAC with support from EAGC and therefore implementation was not possible.

16 Same as 14 above

Evaluation of Sida's regional core support (2014–2019) to the Eastern Africa Grain Council (EAGC)

Building on a 2018 Mid-Term Review, this final evaluation of Sida´s regional core support to the Eastern Africa Grain Council (EAGC) assesses its achievements in terms of results, its potential to support the development of a structured grain trade in the region and its role for food security and poverty reduction. The evaluation focuses mainly on impact and potential scenarios for future support, and complements previous evaluation findings on effectiveness and sustainability. Swedish core support to EAGC has been provided since 2008 and ended in 2019. The evaluation team identified three realistic exit alternatives for Sida: providing no further funding; providing project support based on selected priority components of the EAGC portfolio; or providing core support to the implementation of the EAGC strategic plan. Based on overall positive findings and conclusions, the evaluation recommends that EAGC continue with the themes, activities and methodologies as reflected in their current strategic plan, but also develop strategic action plans in the areas of poverty orientation, climate action and gender. It is also recommended that Sida extend its core support to these activities.

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