

CBI

Netherlands Trust Fund
with
International Trade Centre

Report of the external evaluation 2005 - 2008

Evaluation team:

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The views and opinions of the evaluation team do not necessarily reflect the views of CBI.
This document has not been formally edited.

Acknowledgement

The evaluation team would like to thank all those who contributed to the preparation and realisation of the assignment. We hope that our recommendations will be useful for the design and implementation of future partnership agreements, and specifically possible agreements with ITC.

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Acronyms and Abbreviations

NTF	Netherlands Trust Fund
BSO	Business Support Organisation
TSI	Trade Support Institution
ITC	International Trade Centre
CBI	Centre for the Promotion of Imports from Developing Countries
SME	Small and Medium Enterprises
ToR	Terms of Reference
TTT	Train The Trainer

Evaluation rationale

This report describes the findings of an independent assessment of the Partnership Agreement of CBI and TCI under the auspices of the Netherlands Trust Fund (NTF). The evaluation was conducted in compliance with the evaluation policy of the Inspectie Ontwikkelingssamenwerking en Beleidsbeoordeling (IOB).

The agreement was developed in late 2004 and focuses on the period 2005-2008. The Partnership Programme is based on a clear choice of areas of collaboration considered to hold the highest promise for effective cooperation. More specifically, the programme focuses on Sub-Saharan Africa, Information Management, Capacity Development and Trade Support Institutions (TSIs).

The design of the partnership agreement is founded on the following cornerstones:

- Part I: The current policy framework on the background, focus and principles of the Partnership agreement.
- Part II: Annual Work Programmes which specify the operational objectives, results to be achieved and performance indicators, the first one being the Work Programme 2005.
- Part III: The arrangement for the contribution to the NTF 2005-2008, spelling out simplified administrative and reporting procedures.

In collaboration with CBI, ITC has developed yearly work programmes.

The evaluation consisted of both desk and field research. The desk research was conducted as the first step of the evaluation. The team analysed background information and programme specific documentation provided by CBI, ITC and TSIs in the African countries visited. The field research covered interviews at ITC/Geneva, CBI/Rotterdam and several locations in the Netherlands, as well as in Ghana, Kenya, Uganda and Madagascar with staff from the counterpart organisations and participants in some of the projects undertaken.

Following a general introduction (Section I), an overview is given on the partnership between CBI and ITC. In this section the focus is on the background of the partnership, the contractual and financial agreements, and the financial structure of the programme. Subsequently, Section III describes a summary of the entire programme. Section IV evaluates the programme based on interviews with representatives of the different stakeholders and on the review of programme reports. Findings pertaining to the evaluation criteria used (relevance, efficiency, effectiveness and impact, ownership and sustainability) are presented here as well. The report includes a number of conclusions, recommendations, and lessons learned (Sections V and VI), that are proposed to be taken into consideration in the design of future partnerships.

I. Introduction

1.1. Purpose of the evaluation

This evaluation assesses CBI's programme under the auspices of the Netherlands Trust Fund (NTF) during the period 2005 - 2008. This programme is evaluated in terms of:

- the relevance of its policy objectives to both sides and the relevance to the Consolidated Programme Document of ITC as it exists now;
- the efficiency of its implementation as regards the quantity and quality of the inputs and activities of ITC, CBI and counterparts;
- its achievements with respect to outputs, outcomes and impact.

The independent assessment takes stock of achievements and extracts lessons that are recommended (to be found in a separate note) to be taken into consideration during the decision-making process as regards shaping the continuation of the partnership.

The evaluation was conducted in compliance with the evaluation policy of the *Inspectie Ontwikkelingssamenwerking en Beleidsevaluatie (IOB)*. The Terms of Reference of the evaluation are attached as Annex I.

The mission, carried out by a team of two independent consultants, Jim Tersteeg and Siegfried Bank, covered a briefing at ITC/Geneva (16th July, 2008), CBI/Rotterdam (29th July, 2008), interviews at ITC/Geneva (26th August), interviews at CBI/Rotterdam (24th September), followed by fieldwork in Ghana, Kenya, Uganda and Madagascar 12th - 25th October 2008.

1.2. Methodology of the evaluation

The evaluation consisted of both desk and field research. The desk research was conducted as the first step of the evaluation. The team analysed background information and programme specific documentation provided by CBI, ITC and TSIs in the African countries visited. The field research covered interviews at ITC/Geneva, CBI/Rotterdam and several locations in the Netherlands as well as in Ghana, Kenya, Uganda and Madagascar with staff from the counterpart organisation and participants in projects undertaken. A list of organisations and their representatives who were interviewed is attached in Annex II.

1.3. Evaluation report

This report presents the findings of the evaluation team in line with the programme cycle logic (identification, design, implementation and follow-up), based on a set of evaluation criteria: relevance, efficiency, effectiveness, sustainability, and ownership. Based on an assessment of the programme results compared with the initial programme objectives and of the perceptions of the stakeholders, conclusions are drawn, leading to a set of lessons learned which can be found in a separate note.

1.4. Disclaimer

Although the desk and field research led to a fair understanding of the projects of ITC and CBI and their overall effectiveness the evaluation team does not claim to have a complete and in-depth insight into every single aspect of the programme (not all actors involved could be interviewed during the available time span). However, the evaluation can be seen as a thorough effort to grasp the main features of the programme under NTF, resulting in a number of suggestions for possible areas of improvement, which can be taken into account in the possible continuation of the partnership between CBI and ITC.

II. Partnership ITC & CBI

II.1 Partnership ITC & CBI

In order to evaluate the outcome of the CBI/ITC cooperation and the use of finances, it is important to understand the setup and motivation or the co-operation.

The programme was started when CBI was requested to direct their focus more strongly on sub-Saharan Africa. Precondition for CBI to successfully support exports to the EU from a given area is the existence of a certain infrastructure. Mainly:

- Companies which have quality products in quantity (export capacity) which can be channelled into the EU with a certain degree of adaptation;
- Companies with a motivation to export on the basis of realistic expectations
- A structure of TSIs/TSIs with a certain amount of strength, which could function as CBI partners and handle their programmes

CBI programmes can only work if a certain generic capacity already exists. These preconditions existed rudimentarily, when the programme started. The objective for the programme was to support ITC, which was already working in the region to lay the groundwork for CBI entry. At the same time, the two organisations (CBI and ITC) were expected to approach methods and cultures in such a way that synergetic work in the joint client regions was possible:

“The ITC/CBI Partnership Programme was initiated in late 2004 with a view to strengthening the partnership and to realising more effectively synergies between the two organisations for the benefit of their partners. It is built on the common mission of the two organisations to contribute to trade-led development by strengthening the competitiveness of firms in developing countries and promoting their participation in international trade.”¹

II.2 Contractual and Financial Arrangements

In order to approach a complex area with two organisations which have ambitious expectations and are making a substantial investment (1.7 M. €) one would expect a long and complicated contract. This would also include the definition of the synergies CBI would expect from the co-operation. The principle partnership agreement actually is only two pages long. The management of CBI decided to approach the co-operation in an explicit and very open manner since:

- Both organisations had undergone substantial changes in management since 2002.
- There were existing communication difficulties between the organisations in the way they work.
- The ITC crew was perceived by CBI to be diverse, without coherent structure, and this had only just changed.

¹ Netherlands Trust Fund, quoted by the ToR of the Evaluation

- Under these conditions a highly structured co-operation agreement would have absorbed human resources on the CBI side in order to monitor the outcome and to arrange adjustments.

The funds were transferred on the agreement of a joint focus on the triangle of:

1. Sub-Saharan Africa
2. Information Management
3. Capacity Building through Intermediate Organisations

in order to increase exports from the region. Whereby CBI should not repeat what ITC has already offered.

From the ITC side the open approach was appreciated because ITC:

- could continue their established product line with increased funds
- could approach their programmes with long-term planning (in comparison with the schedules of other donors)
- had lower transaction and recycling costs since the programme did not have to be reported on and reapplied for on a yearly basis (as is the case with most other donors)
- appreciates the interaction and exchange as well as the synergies with CBI

II.3 Handling Finances

ITC operates with a yearly budget allocation process. The yearly work programme is made up of inputs from each section which are then amalgamated. The NTF Funds are allocated to programme activities on a yearly basis. After the internal approval of budget allocation the project managers have access to their budget details via a “personal” financial portal. Project managers can easily follow depletion of project’s funds. During the year the financial department will monitor the depletion of the budget and report accordingly within ITC.

ITC provides CBI with a yearly status report on the ITC projects financed by CBI. These reports are provided in the first quarter of the following year. The reports provide insights into donations received and allocations to projects during that year. Details for each project are provided as well.

The structure of the work programme and the financial reports is different but the content structure of the work programme should be similar to the content structure of the financial report.

The yearly contribution process can be improved with regard to the compliance of ITC using the formats required by CBI. The 2008 contribution was delayed (June 2008) due to this misconception / failure of communication.

III. Summary of the programme

In the ITC/CBI Partnership Agreement² it is stated that the Partnership Programme was initiated in late 2004 with a view to strengthening the partnership and to realising more effectively synergies between the two organisations for the benefit of their partners. It is built on the common mission of the two organisations to contribute to trade-led development by strengthening the competitiveness of firms in developing countries and promoting their participation in international trade.

The Partnership Programme is based on a clear choice of areas of collaboration considered to hold the highest promise for effective cooperation. More specifically, the programme focuses on sub-Saharan Africa, Information Management, Capacity Development, and Trade Support Institutions (TSIs) as mentioned in paragraph II.2.

The Programme has been elaborated on the basis of the following principles:

- Demand orientation: all activities in the programme need to correspond to identified needs of partner countries and institutions.
- Ownership: Both the CBI and the ITC attach great importance to ownership by developing countries of the activities to be developed.
- Synergies: The Programme aims at realising synergies with on-going CBI programmes both at the conceptual and operational levels and supporting complementarities with ITC programmes that focus on Africa, such as JITAP, the Integrated Framework, and PACT.
- Flexibility: Need for flexibility to respond to changing situations in partner countries.
- Dual approach: The Programme is based on a dual approach of two mutually reinforcing components: capacity building for information management in TSIs and the provision to such organisations of critical information products and services.

Based on these principles together with the focus on the triangle the programme components are derived. Programme components are planned for each country according to the needs and status of each country. The work programme 2006 contained the following:

1. Selected TSIs in sub-Saharan Africa providing information services and information products that enable their respective business communities to exploit regional and interregional trade opportunities;
 - Project: Information Management and Market Analysis for African TSI
 - Project: TSI Capacity building in business information for sub-Saharan Africa
 - Project: to promote Trade in services in selected African countries

² ITC/CBI Partnership Agreement EMDS (12-2006)

2. Information products and services
 - Provision of Information products and services to trade support institutions in sub-Saharan Africa
 - Providing sector specific market intelligence to TSIs through the Market News service (MNS)
 - Leather Line – African Leather Information Platform
 - Market analysis tools
3. Build more capacity for export packaging in the sub-Saharan region, ensuring large-scale dissemination of information products
 - Export Packaging
4. Management Development Programme – adoption and dissemination of Enterprise Management Development Programmes in Senegal

The components of the work programmes are developing and have been adapted over the years of the partnership but stay focused on the key subjects of the policy framework. The work programme 2008 contained the following:

- Selected TSIs in sub-Saharan Africa providing information services and information products that enable their respective business communities to exploit regional and interregional trade opportunities;
 - Capacity of TSIs to deliver business information and to undertake market analysis and surveys enhanced, as a basis for improved information services.
 - Enhancing capacity of TSIs to find information and to undertake market analysis of export opportunities, as a basis for improving delivery of information services.
 - TSI capacity building on business information management in CEMAC-UEMOA countries.
 - Capacity building of TSIs to promote trade in services in selected African countries.
 - Building the capacity of TSIs to improve their analysis and dissemination of trade information to enable their respective business communities to exploit regional and interregional trade opportunities.
- Provision of trade information products and services to Trade Support Institutions in sub-Saharan Africa
 - Providing sector specific market intelligence to African Trade Support Institutions through ITC's Market News service (MNS)
 - Market information support for poverty sensitive sectors: to increase the availability of high quality information for TSIs in sub-Saharan Africa working in poverty sensitive sectors: organics, handicrafts, coffee and leather:
 - Market news service for organic and certified products
 - Handicrafts: development and launch of information platforms in and for UEMOA countries
 - Information and training support of coffee trade
 - Information for more eco-friendly tanning in West Africa

- Further build capacity for export packaging in the sub-Saharan region and ensuring large-scale dissemination of information products
 - Contribution of export packaging activities to capacity building in the sub-Saharan region
 - Contribution of export packaging activities to availability of information products
 - Strengthening the capacity building effort of national TSIs through the development of a packaging education curriculum
- Local advisory capacities for export competitiveness

In the work programme these projects/objectives are further detailed. For each objective/project results are defined together with indicators of achievement/progress. Furthermore the countries are specified where the activities will be conducted.

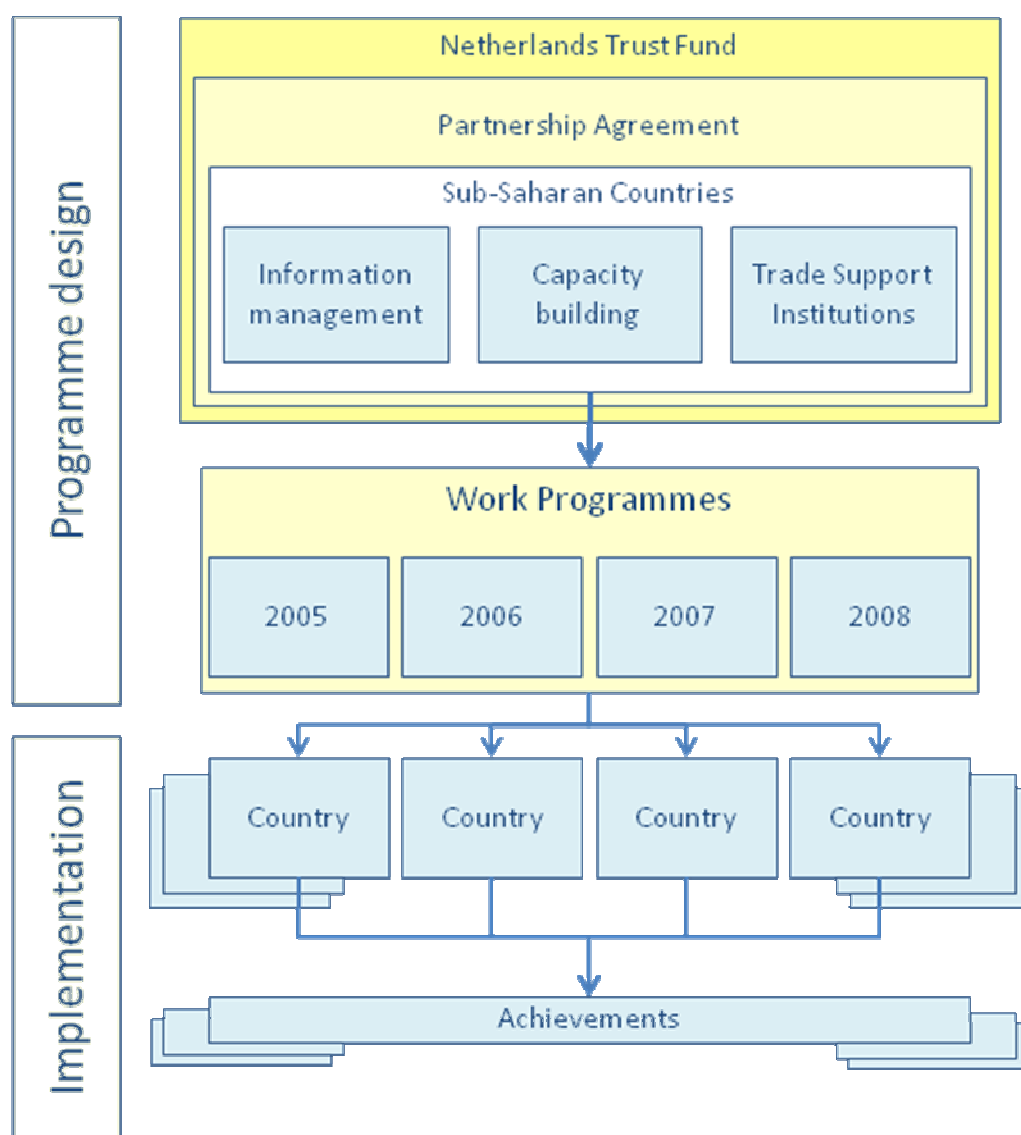


Figure 1. CBI/ITC Partnership overview

The work programmes were conducted in several sub-Saharan countries. At the end of each year ITC constructs a concise report in which the achievements are presented. The report is discussed with CBI and provides the basis for the next work programme.

IV. Programme evaluation

Our evaluation was conducted on the programme structure which was presented in chapter III. The evaluation consisted of both desk and field research. The desk research was conducted as the first step of the evaluation. The team analysed background information and programme specific documentation provided by CBI, ITC and TSIs in African countries visited. The field research covered interviews at ITC/Geneva, CBI/Rotterdam and several locations in the Netherlands as well as in Ghana, Kenya, Uganda, and Madagascar, with staff of the counterpart organisations and participants in some of the projects undertaken. A list of organisations and their representatives who were interviewed is attached in Annex II.

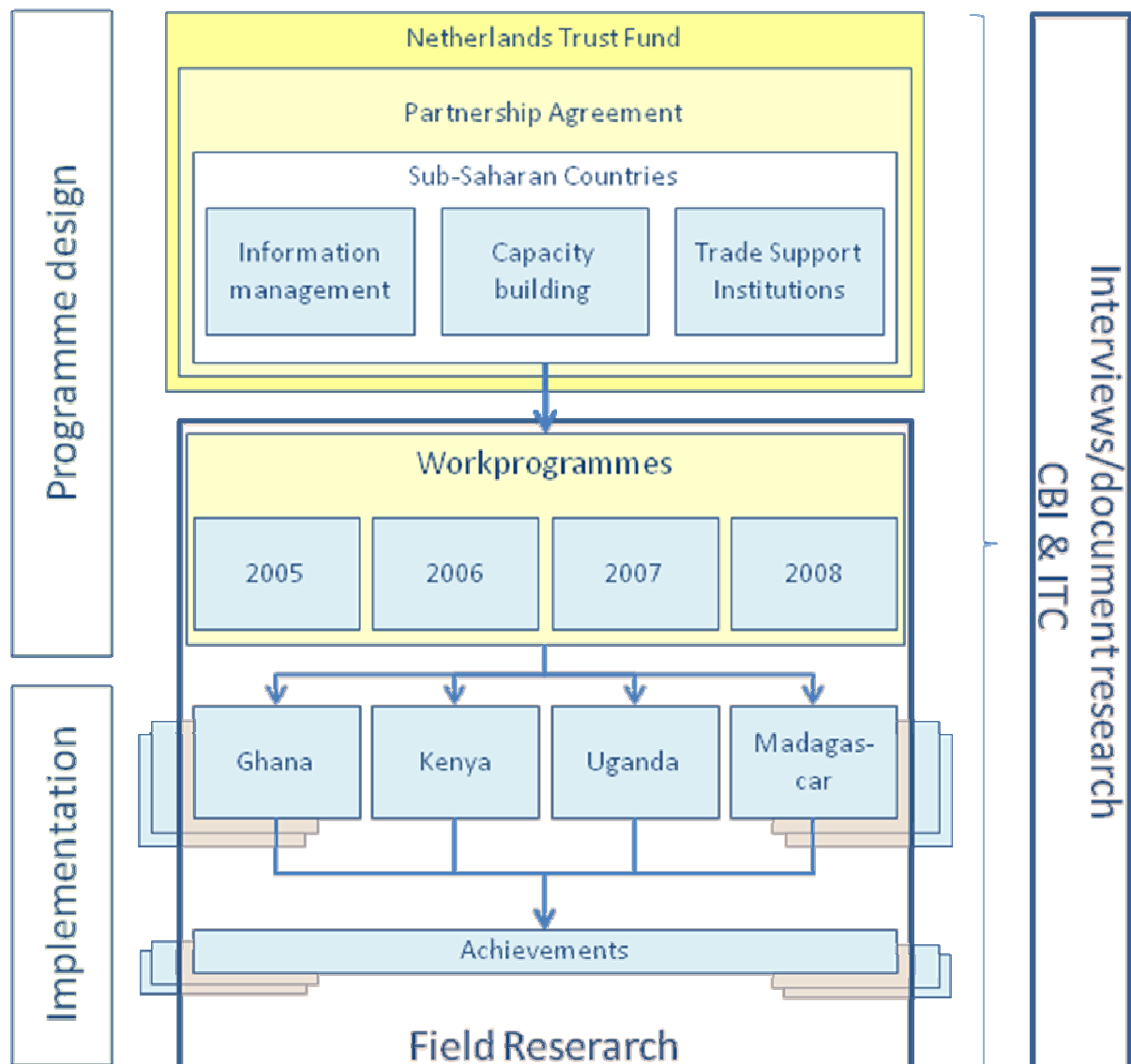


Figure 1. Evaluation overview

IV.1 Programme design

As explained in chapters II and III the programme was based on a newly developed partnership between CBI and ITC. The brief partnership agreement reflects this new direction of cooperation.

The design of the partnership agreement is founded on the following cornerstones:

- Part I: The current Policy Framework on the background, focus and principles of the Partnership agreement.
- Part II: Annual Work Programmes which specify the operational objectives, results to be achieved and performance indicators, the first one being the Work Programme 2005.
- Part III: The Arrangement for the contribution to the NTF 2005-2008, spelling out simplified administrative and reporting procedures.

To ensure the overall consistency and coherence of the activities of the work programmes ITC has established a coordinating group. Furthermore ITC and CBI have created a focal point for each organisation to ensure coordination on technical and implementation details between the two organisations.

General observations

The main observations on the design of the programme are summarised in Table 2 below.

Table 2 Assessment of the design phase

Strong points	Weak points
• The way the partnership was put forward in the agreement has been a strong point of the programme. The partnership allows ITC to create an environment in which they can focus on the development of activities from their own expertise and experience. ITC has the ability to decide what activities and projects can best be started in the targeted countries. • The partnership has a clear focus; the triangle: Sub-Saharan Africa, Information Management Capacity Development and Trade Support Institutions (TSIs). • Work programmes have been developed from the perspective of the triangle and further developed from the experiences of ITC over the past years. • The design principles are clear: demand orientation, ownership, synergies, flexibility and dual approach. Apart from the focus on the triangle, these principles provide ITC and CBI with a basis for designing and implementing the work programmes	• The partnership agreement in itself is very clear and concise. We believe, however, that some of the items in the agreement, which present a new direction in the collaboration between CBI and ITC, should have been more specific, such as: ○ procedures of administration and reporting, e.g. format used; ○ description of roles, responsibilities and activities of the coordinating group and ○ focal points relating to the organisations. Because there were no design principles mentioned above therefore the work programmes took off in a good direction but the cooperation between CBI and ITC was initiated at a later stage. The synergies between ITC and CBI could have been intensified by means of a better design of the programme governance and coordination on the part of CBI and ITC.

IV.2 Programme implementation

This section assesses the implementation and follow-up phases of the programme. The partnership agreement is assessed according to the following set of evaluation criteria:

IV2.1 Scope of Field Research

During the field trip to the four African countries, Ghana, Kenya, Uganda and Madagascar, a total of 24 people, who participated in the work programmes in different ways, were interviewed. They can be split up basically into 5 different groups according to their export functions as companies or TSIs as shown in the table below:

Interviews and Profile of Programme Participants

Profile/Country	Ghana	Kenya	Uganda	Madagascar
1. Govt Officials				4
2. Export Centre Staff	1 (5)	1 (5)	1(5)	3
3. Chambers of Commerce/Institutes	2	3		
4. Reps of SMEs	5	4	2	
5. Consultants		2	2	1
Interviews planned	11	12	5	8
Interviews held	8	8	4	8

In total the evaluation team interviewed parties in 4 countries, resulting in 28 interviews in the field.

The intention was of course to evaluate the individual activities carried out, and the projects in the work programme in a specific country. This, however, seemed not to be feasible for several reasons:

- only a limited number of interviews could be conducted because there was insufficient time available to conduct them and because some interviewees were not available;
- most of the time interviewees, except for staff of TSIs, could not clarify which activity, project or programme was either organised by ITC or CBI;
- differentiation between ITC and CBI is not always clear for the participants, especially from SMEs.

Furthermore it seems to be important to consider the different local settings ITC has to work in. There are clear differences within the four countries with regard to general

standards of organisation and of education³. This seems to have a great effect on how the programmes are received and integrated at different levels by the TSIs and also the community of exporters. (E.g. Kenya was experienced as the country with the highest level of education and development. Recipients seemed to handle the programmes more easily than in the other countries).

Under the given circumstances the evaluation team decided to differentiate and evaluate the different parts of the work programmes on 4 different levels:

- a. **Capacity building institutions;**
- b. **Capacity building companies;**
- c. **Information services and internet;**
- d. **Packaging.**

These levels are evaluated according the following criteria:

Relevance

Were the work programmes consistent with beneficiaries' requirements, country's needs and overall circumstances? Were real needs addressed?

Efficiency

How well were the resources/inputs (funds, expertise, time, etc.) transformed into the intended results in terms of quantity, quality and timeliness? Were things done right?

Effectiveness and impact

To what extent were the programme results used? What difference did the programme make in practice to the beneficiaries? Was there a wider effect on a larger number of beneficiaries? Were there longer-term effects, directly or indirectly, intended or unintended?

Ownership and sustainability

To what extent are the local stakeholders the owners of the objectives and achievements? Will the outcomes of the programme be likely to continue after the ending of external funding? What is the probability of continued longer-term benefits?

IV2.2 Relevance

All programmes a – c are relevant for the export community in the countries visited. With respect to the CBI strategy of working preferably through TSIs, these programmes are instrumental of character, because they provide them with materials and competences, which legitimate their existence. By doing so TSIs have something to offer to their clients. The focus of the evaluation was on the ITC programmes; therefore we did not investigate in depth for other impact. But in the case of Ghana, Uganda, and also Madagascar, it seems to be very clear that ITC materials and input

³ Individually this of course varies widely,; in many cases this is also due to foreign education having taken place abroad.

together with CBI websites are the principle sources of information for the organisation's clients.

With regard to information policies on packaging (d.) the statement needs to be more differentiated. The workshops in this context (feedback received in Ghana) were very positive and seen as interesting. Awareness was created. The Institute of Packaging Ghana (IOPG) itself, which is definitely doing good work in the sense of the quality of its advice and also in its function as multiplier, and in its collaboration with the universities, is creating qualified graduates for industry. But it has failed so far to persuade the local packaging industry to adapt its materials to higher standards. This can be attributed to the fact that trade in Ghana:

- still focuses mainly on inter-African trade and
- the EU imports goods mainly as non-processed products where the protective aspect of the packaging is still the most relevant.

The advice given by the Institute of Packaging Ghana (IOPG) is not put into practice. One could argue that the establishment of the institute was too early or that the industry was not yet ready.

On the other hand, packaging as a theme is relevant. Without the required know-how and materials the next step in value added e.g. co-packing for an importer is not possible.

Definitely, the establishment of the institute was not demand driven (by the market – though possibly by the government). Worries were expressed, but the hope is that the institute and its work can be kept up until demand develops.

IV2.3 Efficiency

All interviewed participants in training sessions have without exception praised trainers' programmes/ideas and the content of workshops. All gained something from them. Some representatives of SMEs felt prepared for export through their participation in workshops and in addition they have regular contact with the relevant TSI. Some exporters attributed their positive business development to training and TSI intervention.

Also the quality of the information materials is highly appreciated. The TSIs in Ghana, Kenya and Uganda have established distribution facilities which are also adapted to the technical requirements of the clientele. They are sent by mail, fax, text and also radio transmissions. Or the TSI provides internet facilities.

There are suggestions for more intensive training both on a private basis and by TSI. After a series of interviews it has become more and more clear that ITC works with very similar programmes and modules in different countries, and provides a great deal of high quality materials and know-how in a relatively short time. It works efficiently in the sense that it reaches a number of clients and distributes information. Although the standardised offerings always have an effect; they are often not sufficiently adapted to the country's situation and needs. This leads to suboptimal effectiveness. Actual end-users will not be able to use the standard material provided to TSIs, local consultants, or SMEs.

All elements of the market news services received positive evaluations from the participants. Form and content of the reports are of a high and very satisfying standard. From our interviews it seemed that the MNS bi-monthly editions give a large amount of background information regarding market development, which are vital to further extrapolate information for future strategies. MNS covers 10 sectors, and depending on the sector, reports may be produced weekly, monthly, bimonthly or quarterly⁴. We have interviewed several farmers, with higher education, who used it for their decision making processes and found it extremely helpful. But they also remarked that the material is too complicated for their colleagues who did not have the same standard of education or access to the necessary equipment. TSIs could be further trained on passing on this knowledge.

We received the same feedback regarding the website: very valuable information, but not as self-explanatory as would be desirable.

IV2.4 Effectiveness and impact

In spite of the above critique the ITC programmes are widely used and interventions do make a difference for the economy of the country and the export activities:

- They provide the TSIs with a methodology and techniques to identify export potential and provide them with the ability to support entrepreneurs and develop such potential further;
- They give the TSIs a product at hand to enable them to offer something to their clientele, to be attractive and to make a difference;
- In some cases hard- and software were provided or their acquisition was supported, which is now instrumental in helping the TSIs to work;
- Instruments are available to evaluate the intended exporters' potential and show how to increase their chances on the market;
- Inter-African trade support provides a first basis on which more complex activities in the relationship with the EU can be built;
- Market information is provided and gives many exporters their only access important information with regard to pricing and timing their market policies.

Effectiveness

The effectiveness of the tools and materials provided could be further optimised according to the interviewees basically by:

- more intensive training on how to apply export management instruments (a demand that came from TSI staff as well as from exporters). It seems, that the management instruments are seen as being useful but the TSIs are often not able to apply them in practice,
- linking the programmes of CBI and ITC in a better way. It seemed that the TTT programme of CBI was highly appreciated in combination of follow-up by ITC. In the next phase of co-operation it might be very useful to try to systematically compare both organisations tools and instrument and check for synergies and options to apply in the field,

⁴ Added comment by ITC

- a better adaptation of tools and materials to the individual country's situation. This can most probably be effected most efficiently in co-operation with local experts (some examples of persons we spoke too with their activities below),
- adaptation of the information materials to the country's situation,
- more intensive, specific training on how to use and apply information materials. More example driven workshops, role plays and participation of private sector trainees, but may be also private sector managers could be taken in as trainers for clarification of referred to situations,
- and/or adaptation of the materials to the educational level of applicants in individual countries,
- training of local consultants, who are trained for free, also have to provide a certain amount of free training to the community,
- intensifying structures so that trained consultants can, on a more regular basis, go into remote rural areas to support the export structures there.

Most of the demands for change were made in the area of adaptation to specifics in countries where there are less well developed structures, or for more intensive advice on how to make use of the tools and programmes provided.

It was experienced as a surprising fact that in several countries consultants had independently taken ITC programmes and adapted them for themselves or on behalf of a local donor to the local situation and demand, e.g.:

Country:	Kenya
Name/Background:	Andrew Otsieno, teknozell Enterprise Management Trained Opened own business Creating an association of trainers/consultants (26 altogether, about 10 active)
Institution:	• ITC work/year: 30 days, • otherwise engaged by EPC to develop training modules, • group of projects undertaken by Catholic Church to train project coordinators or to introduce a business angle into training for in-services in 3 countries
Task:	ITC programmes/tools adapted: • snapshot – deriving own tool • compass (developing export strategy) tools have to be modified in order to be in keeping with manufacturers' ideas - they are rather service-oriented - own programmes developed from this training prospect of expanding the services jointly with the EPC, - US-Aid standard to help smaller enterprises comprehensively, and

	not only in an export-oriented way Tools from CBI are integrated • marketing, research, promotion, setting up distribution channels • packaging (Know-how through work with people who were trained by CBI) Programme contains 15 modules; other ITC trained trainers can be involved - totally local (thinking of getting advice from ITC)
Reasoning:	Use of ITC materials by SMEs, not as they were provided by ITC, but in the versions adapted by teknoSell. All programmes adapted; most adaptation is to sectors not to country; only the export check/audit has country implication

Country:	Uganda
Name/Background:	Mr James Bulenzibuto Works as a • consultant for exporters in agriculture and handicrafts • marketing officer at university participation in CBI + ITC programmes 2007/8 participation in TTT + BMS and CBI/ITC joint market information courses Certified as an adviser for BMS
Institution:	Created own consultancy association, not supported by ITC; ITC did support other consultancy associations - his work is now mainly paid for by the World Bank
Task:	• Support to start with local markets and to develop skills for local markets (quality/quantities) rather than regional markets (incoterms/documentation/contracts); from that experience companies get closer to EU market requirements • Reality: people have no confidence in local markets – focus on international markets – failure to produce quantities and therefore to receive contractual payment – so exporters/producers have to be well prepared before they undertake these steps • Work with ConforNet – community of farmers - introduction of good farming practice – still not enough products, problems with logistics

	• Logistics is a problem – logistic system as well as the know-how of farmers (Uganda does not have enough planes for the size of the country) • Training in market information, use of website and info/newsletter - Developed a15 module breakdown of examples from Kenya – which could also be transferred and disseminated by other consultants
Reasoning:	There is an overlap of BMS and TTC, the programmes do not complement each other: TTC supports planning, thinking through processes and getting markets, but capacity within the SMEs for this did not exist. BMS supports capacity building – which SMEs are not able to afford by themselves. Training in market information, use of website and info/newsletter, registered on website – client is informed by them on the basis that ITC provided info on its own and other websites • But help to manoeuvre through the website is necessary for the SMEs, since the website is not self-explanatory • current data is also not always available
Open themes	○ Branding not covered enough; would be good to set up SMEs on on the precondition that branding was improved ○ Branding sectors is an issue; strong association with brand name does exist ○ Logistics, delivery on time – neither is addressed enough ○ Export Marketing in all parts of courses, or stand-alone courses at University/ integration of practical know-how into the system

Country:	Madagascar
Name/Background:	Mme Amena ABDIRASSOUL
Institution:	Institut National Supérieur de Commerce et Administration des Entreprises
Task:	Professor, working with NGOs and different associations. Using ITC programmes and information tools as basis to process them with her students and to provide information to

	the TSI and community association
Reasoning:	- Community not used, e.g., to selection processes from the information; government organisations introduced to ITC tools are not able to adapt them to Madagascar's reality and to apply them to the business community; - Strong integration of her students into that process = increase of ITC input

But there were also demands from an exporter in Ghana, who was not satisfied with the role of the export promotion agency in only providing information on international markets. He wanted it to go further and, being a frequent user of the agency, he suggested:

- that information on local exporters and their product should be collected;
- that it should function as an information centre for foreign importers to orientate themselves;
- that it should pass on outside requests, received at the agency, to the local exporters.

The disparity of education and standards in organisation at institutional and company level between the countries and within the countries is definitely wider than can be covered by adaptation of the programme. But a certain adaptation will be necessary in order to increase effectiveness and the extent of ownership and sustainability. First interesting efforts in that direction come from the countries themselves and could be expanded (also see section IV.3)

Impact

As far as the quantitative impact of the programme, e.g. number of beneficiaries, is concerned, the information can be obtained from the ITC reports, which are also available at CBI Rotterdam. Due to the total number of programmes, which have also changed within the period of time covered in this evaluation, we think that a purely quantitative analysis would contain little information on their impact. Furthermore not all reports are made containing clear quantitative statements. Never the less some figures from **2007** are impressive. E.g.:

Sub-Objective 1.1: Information Management and Market Analysis for African TSIs:

- Capacity Building – Support to improve TSI information services:
 - Number of countries: 10;
 - Number of participants: 147 private and public institutions.
- Market analysis and information management using web portals:
 - Number of countries: 15
 - Number of participants: 180 private and public institutions.

A part from this specific programme there were several other activities conducted in the partnership between ITC and CBI, a.o.:

- Export coaching programme Tourism;
- Improvement of MNS Flower instrument;
- ECP Flowers in Sub Sahara 2000-2007, development of cut flowers workshops
- Making Packit programmes more effective.

As elaborated in the paragraph on efficiency, the challenge for ITC does not seem to be the request for more workshops, covering more areas and reaching more people. The presence of ITC and programmes in the countries visited is strong and the impact is important. ITC initiated structures of TSIs, and the provision of export information and access to sources makes a difference for TSIs and exporters.

The signal we got from the interviews, public institutions, as well as exporters was clearly a demand for better adaptation of programmes to individual country situations, taking into consideration local capability and the professionalism of TSIs and their clients. On that basis a different impact is expected from more intensive training on how to make use of tools and instruments which have been provided

IV2.5 Ownership and sustainability

The extent to which the local stakeholders are owners of objectives and achievements differs a great deal between the countries:

Kenya: The Kenyan Export Promotion Council seems to be by far the most stable and settled institution. They also draw heavily on the ITC input but also seem to have the capacity to draw on several other sources as well. Kenya has an industry sector which is developed and able to formulate and finance or co-finance support which might be needed to stabilise and increase exports. A further strong point in the adaptation and processing of input seems to be the relatively high level of education by foreign or local universities of staff but also amongst clients in the private sector. It seems that the interrelation between KEPC and universities, in the way that trainers are used, is helpful and further developed compared to that in other countries.

Further intervention of ITC and CBI is seen as extremely relevant for the ongoing development (which was also indicated by the evaluator's reception), but there was also a strong trend towards independence in the way in which such development takes place.

Ghana: Not the Ghana Export Promotion Council, but the Institute of Packaging Ghana (IOPG) is a good example of ownership which has been taken over. ITC intervention can be seen as an initiating exercise which could lead to its continuing to exist independently. There seems to be high competence as far as content is concerned, close links to academic institutions with good potential know-how transfer do exist. There is also a good inter-African connection with the potential of inter-African export markets.

The challenge comes from the local export-oriented markets which are not developed enough to motivate packaging producers to demand the services of the Institute. If these markets do not develop, the government might reduce its support, which means the Institute will have to rely on international donors or eventually close. On the other hand, the Institute might become instrumental in the development of consumer-oriented packaging and open further possibilities for the industry to work towards value added.

The Ghana Export Promotion Council is using the tools provided by ITC, but it needs further substantial support with respect to local adaptation of the tools, programmes and information. The impression is that concepts and methods are applied but not understood to the extent that they could be adapted fully to the local situation by the institution itself. But the latter would be a precondition for an extended ownership.

Uganda: The Ugandan Export Promotion Board is struggling on a similar level to that of the Ghana EPC. The struggle seems to be less on a conceptual level but more on a technical level. Programmes and information are understood, but the structures are even less urban than in Ghana. The challenge is to reach the community in the countryside in order to make an impact. SMS and radio are used for this. Information needs to be further adapted for these media.

Madagascar: The Government and its various institutions have started to work with ITC input. Export promotion is not developed yet at any institute. An institute with the appropriate function is planned presently. Ownership of input will depend a great deal on structure and personal capacities.

Will the outcomes of the programme be likely to continue after the ending of external funding?

Not the programmes but the outcome of the programmes will continue if they are adapted to local needs and can be used/implemented by local management of the institutions. The range of very valuable programmes from ITC adjusted to regional conditions would be the strategy for their continuation after funding.

What is the probability of continued longer-term benefits?

The ITC programmes have changed and will continue to change the landscape for exporters and exports in the countries visited. It is understood that the change process takes time and depends of course on external factors which are not controlled by ITC and CBI, such as general developments in world markets and geo-political developments. The continuation of long-term benefits will be an important function of the ownership of programmes and tools by counterparts. This is closely related to the focus of ITC on issues and challenges understood in a specific country.

IV.3 Reflection on Partnership

The evaluation primarily focuses on the realisation of the partnership agreement with respect to the activities conducted in the targeted countries. On the other hand, it is also relevant to take the partnership itself into consideration. The time spent on our evaluation activities focuses more on the programme than the two institutions and their collaboration.

During the interviews with staff of ITC, the appreciation of the partnership with CBI and its funding for the work ITC is doing in the field was made clear to us. This is especially the case because it's not *only* a donor-relationship but also a partnership (joint reflection on how to do things) and, very important, the funds are not linked to any particular quantitative objective but rather they were given with a strategic goal in mind.

This relationship has developed over the last few years. The partnership agreement which was developed in late 2004 was the start of a donor relationship that goes beyond the funding of individual activities and projects. It has a clear focus and the parties concerned are intent on collaboration in order to achieve the overall objectives. From the interviews we can make the following observations regarding the partnership:

- Atmosphere between both organisations is good and focused on further collaboration and development of the projects which have been undertaken;
- Professional interchange between staff and/or external experts has started and can be developed towards a structural way of working in various areas (experts, trainers, project management, financial management, websites with content, etc.);
- Building on each other's strengths can be intensified. Coming together to clarify each other's roles in specific countries and to collaborate in programmes is required: "CBI brings the exporter to the market, and ITC makes the exporter more competitive"
- Organisations in the field notice the collaboration between ITC and CBI, which is of course a positive sign;
- Joint product development can be further expanded;
- Product- to programme development and implementation by ITC is noticed and appreciated.

IV. Conclusions

From the interviews with ITC, CBI, the fieldwork in Africa and our analysis we derived the following conclusions:

- The partnership agreement which was developed between ITC and CBI with the intention of strengthening the existing partnership has been a good initiative. It not only strengthened their partnership but initiated synergies between the work of ITC and CBI which were noted by their target groups.
- The partnership agreement itself is a concise document which clearly provided the new direction for both organisations in their collaboration. The quality of that document was the foundation of the success of the partnership. This does not apply to the last part because the agreement defines a strategic objective rather than focus on programmes and quantitative outcomes (in the sense of increasing the potential of ownership of programmes by stronger adaptation to individual country needs and preconditions, and the adaptation of technically well developed programmes and materials).
- The agreed period of the partnership (2005-2008) has been a support in building a partnership. A period of 3 to 4 years has been shown to have worked satisfactorily.
- In general the activities conducted by ITC, sometimes in collaboration with CBI, in the countries we have visited are greatly appreciated.
 - The capacity building activities by local advisory boards/committees to aid export competitiveness greatly benefitted from the connection that was made with the TTT programmes of CBI;
 - The capacity building activities of TSIs are all perceived to be good;
 - The development of the information products and services are highly appreciated although more specifics are always required;
 - Capacity for export packaging should be adapted to local needs and capabilities.
- Activities, products and tools provided by ITC should be made more country specific otherwise there is the chance that the end-user will not use them. We have seen some examples of consultants or TSI staff who had to greatly modify the standard material to be able to use it.
- Governance of the implementation of the partnership (work programmes) was below the expected level:
 - LFA (or similar result based management formats) were not found and to the knowledge of the evaluation team not used;
 - reporting formats are basic and should give more detail (transparency in structure and compliance);

- regular, structured and documented meetings regarding governance of the content of work programme activities did not take place. Clear milestones to monitor whether the indicated direction is being followed, without limiting operations, were not defined in the partnership.
 - Monitoring and steering should be intensified by means of greater co-operation at a strategic level instead of reporting on field activities only.
- ITC has a large variety of donors providing funds, which most of the time:
 - are linked to clearly defined objectives;
 - have a strong quantitative aspect related to output (amount of people trained);
 - usually have a time span of one year and then may be prolonged (leaving limited room for long-term prospects and development).

On that basis a variety of donor programmes are developed and implemented in a large number of countries, covering a large number of participants in training sessions and recipients of information. These programmes are effective but still leave room for optimisation by increasing the focus and adaptation of standard tools and training to individual country needs and conditions.

- The intended *collaboration* between CBI and ITC started later during the period 2005-2008. The first joint meetings on the development of a joined vision took off in 2007. Content related collaboration, according to one of the interviewees, started in 2008.

VI. Lessons learned

The partnership agreement between CBI and ITC has overall been successful. The decision to change the way the partnership was organised before 2005 has been beneficial to both organisations and their target groups. The lessons learned from the evaluation of the agreement and its work programmes are building on our conclusions and recommendations.

- Developing a partnership agreement should take the following into account:
 - Focus is longer-term (3 to 4 years).
 - Strategic objectives should be defined rather than focusing on programmes and quantitative outcomes;
 - A specific focus and design principles should be defined and *all* of them should be transformed into yearly working arrangements and/or work programmes;
 - The work programme should be developed and focused on specific countries based on a thorough needs assessment;
 - Administrative burden should be minimised, but there need to be a joined structure, processes and formats for collaboration in both organisations.

Standard tools/instruments/training only work to a certain extent. The local situation cannot adapt to the tool which is supposed to be used, and therefore the tool will not be used, or the local level of professionalisation is too low for its content to be comprehended. In both situations it will be necessary to adapt the tool in such a way that it can and will be used by the target group and its end-users. We have seen much local adaptation to make tools useful. Consideration should be given to letting adaptation take place during implementation. When the trainers/experts/consultants are conducting the programme/activity adaptation should be part of it.

- Partnership agreement monitoring should be done from different angles: financial, content, implementation, and the design principles. Defining roles, responsibilities and activities in this respect is useful to further professionalise a partnership.
- Joint workshops seemed to have been appreciated by participants. This might be further developed. It might be worthwhile to monitor the programmes of the two organisations. Could be that CBI could integrate some standard programmes, and ITC might profit from the more “tailor-made” approaches of the CBI.

Annex I

Terms of Reference Evaluation Netherlands Trust Fund

1. BACKGROUND OF THE PROGRAMME

1.1 Netherlands Trust Fund until 2004

The Netherlands Trust Fund till 2004 was an annual project based financing. This way of funding was time-consuming and labour-intensive. With a view to establishing a more efficient and effective cooperation between ITC and CBI the ITC/CBI Partnership Programme has been initiated to implement the Netherlands Trust Fund.

1.2 Netherlands Trust Fund after 2004

The ITC/CBI Partnership Programme has been initiated in late 2004 with a view to strengthening the partnership and to realizing more effectively synergies between the two organizations for the benefit of their partners. It is built on the common mission of the two organizations to contribute to trade-led development by strengthening the competitiveness of firms in developing countries and promoting their participation in international trade.

The Partnership Programme is based on a clear choice of areas of collaboration considered to hold the highest promise for effective cooperation. More specifically, the programme focuses on Sub-Saharan Africa, Information Management Capacity Development and Trade Support Institutions (TSI's). This target triangle will allow to concentrate joint efforts and to reach the critical mass required to be effective.

Transforming the relationship between CBI and ITC towards a focused, multi-year approach, strengthening their contribution to the international efforts in the area of trade-related technical assistance and targeting synergetic activities, this new ITC/CBI Partnership Programme has the potential to bring significant benefits to both organizations and. It should contribute to the quantity and quality of the products and services to be delivered and thereby augment the value of the programme to the partners of CBI and ITC.

The Programme has been elaborated on the basis of the following principles:

- Demand orientation: all activities of the programme need to correspond to identified needs of partner countries and institutions.
- Ownership: Both the CBI and the ITC attach great importance to ownership of developing countries of the activities to be undertaken.
- Synergies: The Programme aims at realizing synergies with on-going CBI programmes both at the conceptual and operational levels and supporting complementarities with ITC programmes that focus on Africa such as JITAP, the Integrated Framework and PACT.

- Flexibility: Need for flexibility to respond to changing situations in partner countries.
- Dual approach: The Programme is based on a dual approach of two mutually reinforcing components: capacity building for information management in TSI's and the provision to such organisations of critical information products and services.

2. JUSTIFICATION FOR THE EVALUATION

The Dutch Government rule that the kind of programmes, such as under the Netherlands Trust Fund, are subject to evaluation prompts CBI to undertake an evaluation of the programme under the Netherlands Trust Fund.

The evaluation should provide the basis for a decision making process as regards shaping the continuation of the partnership..

The key questions that need to be answered in this evaluation are the usual ones in an independent evaluation:

- Relevance (regarding policy objectives on both sides and the Consolidated Programme Document of ITC as it exists now)
- Efficiency
- Effectiveness
- Sustainability & ownership

3. OBJECTIVE AND KEY QUESTIONS

The objective of the evaluation is to describe and assess the results of the cooperation between ITC and CBI through the Netherlands Trust Fund and how it strengthens other Dutch funded programmes.

The findings of the evaluation and the review of critical issues are intended to enable the CBI:

- to account for the Dutch funding to ITC;
- to determine whether the commitment is justified and should be continued and the best format further;
- to determine whether the change from annual project financing to multiyear programme financing was successful and contributed to the actual managerial transition ITC is going through; and if there is possibility of improvement.

From the part of CBI the following questions are important:

- Were the direct and indirect objectives met?
- What is the impact of the programme?
- What is the appreciation of the LFA.
- What were the benefits (or otherwise) of changing the approach annually of the work programmes in terms of adequateness to build and monitor the implementations of activities?

- What was the contribution of the approach to Result Based Management of ITC?

4. OBJECT OF STUDY

- The written files and reports
- The results as mentioned in the work plans from 2005 till 2008.
- A random sample of TSI's and TSI's in Sub Sahara Africa who was the target group of the Netherlands Trust Fund.
- A random sample of the end-users (entrepreneurs/exporters) of the developed products and services (random sample)
- Any other relevant sources

5. ORGANISATION

- Study of files as made available by ITC and CBI
- Field trip to selected TSI's
- Interviews of stakeholders
- Report writing
- Meetings with ITC-staff
- Meetings with CBI-staff

6. PRODUCTS

The following products are expected to be the result of the evaluation:

- Written reports of visits showing list of individuals interviewed and reflection and possible conclusions of collective interview results
- Draft Final report
- Final Report

7. PLANNING:

- Completion of TOR, July 29th, 2008.
- Review of documentation, 5 days: July/August 2008.
- Briefing and interviews with CBI/ITC-staff, 5 days: July/August 2008.
 - Interviews with CBI staff will be in August
 - Interviews with ITC-staff will be on the 26th of August
- Meeting and interviews with stakeholders, participants and beneficiaries in:
 - Sub Sahara Africa, October 11nd – October 19th 2008, covering Ghana, Mali, Kenya (or Uganda).
 - Interviews in Madagascar (in combination with other trip)
- Preparation of Draft Report, 7 days: to be completed November 15th, 2008. Via email all responses are gathered and taken into report or further discussed by telephone conference calls
- Completion of final Report, 2 days: targeted at November 30, 2008
 - Joined CBI/ITC session in Rotterdam to present and approve the final Report (data to be planned)

8. ANNEXURES

- Table of Contents
- Partnership Agreement, Policy Framework Papers
- Work plan, 2005/2006/2007/2008
- Consolidated Programme Document ITC 2007/2008-09

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of the report of the external evaluation of
ITC-CBI Partnership Programme 2005-2008
The Netherlands Trust Funds

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Reflection on organisational goals (chapter II) from CBI and ITC perspective

- **Conclusions**
(on partnership as well as conducted programme)
- **Lessons learned**

ANNEXES

Annex I: Terms of reference of the evaluation

Annex II: List of persons interviewed

Annex II

List of Organisations and Persons Interviewed

CBI

- Ton Lansink
- Anneke Wevers
- Dick de Man
- Hugo Verhoeven
- Patrick Gouka

CBI consultants

- Alfons van Duijvenbode
- Klaas de Boer

ITC

- | | |
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| • M. Jimenez-Pont | Office of the Executive Director - Evaluation and Monitoring Unit |
| • F. von Kirchbach | Director, Division of Market Development (DMD) |
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| • D. Cordobes | |
| • S. Lemma | |
| • L. Cleland | Financial Management |
| • C. Nabeta | |
| • Aeroe | Market Analysis and Research - DMD |
| • M. Freudenberg | |
| • H. Lassen | |
| • J. Charbonneau | Enterprise Competitiveness - DBIS |
| • R. Dard | |
| • F. Geoffroy | Office for Africa – Bureau of Policy and Programmes |
| • S. Turrel | |
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| • C. Planchette | Advisory Capacities – Division of Business and Institutional Support (DBIS) |
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| • P. Francis | Executive Director |

Ghana

- Joyce Animwaa Kissi Export Development Officer GEPC
- Alexander Dadzawa Head, Manufacturing Department GEPC
- Agnes G. Adgy-Sam Manager GEPC
- Gerald Nyarko-Mensah Deputy Director GEPC
- Kwabena Owusu Deputy Director Finance GEPC
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- Sarah Biney-Mensah Library Department
- George Dadzue Morgan Spearson Group
- Michael Quarshie Persol
- Philip Abayori Agrotropics Limited
- John E. Kwesi Amanfu Ghana National Chamber of Commerce and Industry
- Dan Acquaye Asnapp (Agribusiness in Sustainable Natural African Plant Products)
- Jacob Wilson Prah Akowilson
- Kofi Essuman Institute of Packaging, Ghana (IOPG)
- Ebenezer S. Mante

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- Maurice Otieno General Manager, Research and Planning EPC
- Jacinta Kinyili Project Manager EPC
- Rahab Nganga Manager, Capacity Building and Business adv. EPC
- Paul Kukubo Manager, Trade Information and Com. EPC
- Sylvester Gule Nesvax, R&D Outsourcing
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- Matata Nyakeya Director, Kisii Highlands Tea Packers & Exporters
- Andrew Otsieno Teknosell CEO and Business Engineer
- Julius M. Macharia Kenya National Chamber of Commerce & Industry
- Phoebe Owuor Hamerkop Exports Limited
- Sheila Shefo Mbiru The Network for Natural Gums and Resins in Africa

Uganda

- James Bulenzito Independent Consultant
- Tamale Ismail Talmex Ltd
- William Babigumira UEPB
- Henry Mbidde Peak Management
- Abigaba Moses May Enterprises LTD
- Otieno Odoi Senior Trade Promotion Officer UEPB
- Esther E. Ojaho Assistant Trade Promotion Officer – Trade Fairs UEPB
- Malega Monica Capacity Building Co-ordinator UEPB

Madagascar

- M. Freddie R. MAHAZOASY, Directeur Général du Commerce et de l'Industrie ; Ministère de l'Economie, du Commerce et de l'Industrie.
- M. Moïse A. RANDRIANARIMANANA, Coordonateur National Cadre Intégré ; Ministère de l'Economie, du Commerce et de l'Industrie.
- M. François H. RAKOTOMALALA, Chef du Service de la Promotion des Exportations ; Ministère de l'Economie, du Commerce et de l'Industrie.
- M. Fabrice M. RAHARIJAONA, Directeur régional du développement économique – Analamanga ; Ministère de l'Economie, du Commerce et de l'Industrie.
- Melle Mahafahatra R. VONINTSOA, Investment Officer, Economic Development Board of Madagascar.
- Mme Amena ABDIRASSOUL, professeur à l'Institut National Supérieur de Commerce et Administration des Entreprises.