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The Trade Mark East Africa (TMEA) programme evaluation

Methodological rigour (“wants”) and relevance
to different clients and users (“needs”)

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May 2017

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TMEA programme

- A high-profile, multi-donor project that seeks to lift existing barriers to trade to bring about positive and sustainable change via a complex combination of regional and national initiatives and an investment of over \$500 million.
- A large and complex programme, with national and regional dimensions and many sub-projects implemented across a number of countries (Kenya, Tanzania, Rwanda, Uganda, Burundi, South Sudan and cooperation agreements with DRC and Ethiopia)
- TMEA began operations in 2010, with a core staff of 30, which increased rapidly to 150 by December 2016.

Evaluation purposes:

- **Learning:** Identifying and feeding lessons learnt into the management of the remainder of the current programme and the design of any potential continuation of the TMEA programme, as well as future regional trade integration programmes.
- **Accountability:** Assessing TMEA processes, results and overall value in an independent and impartial manner consistent with generally accepted principles and standards for professional evaluation

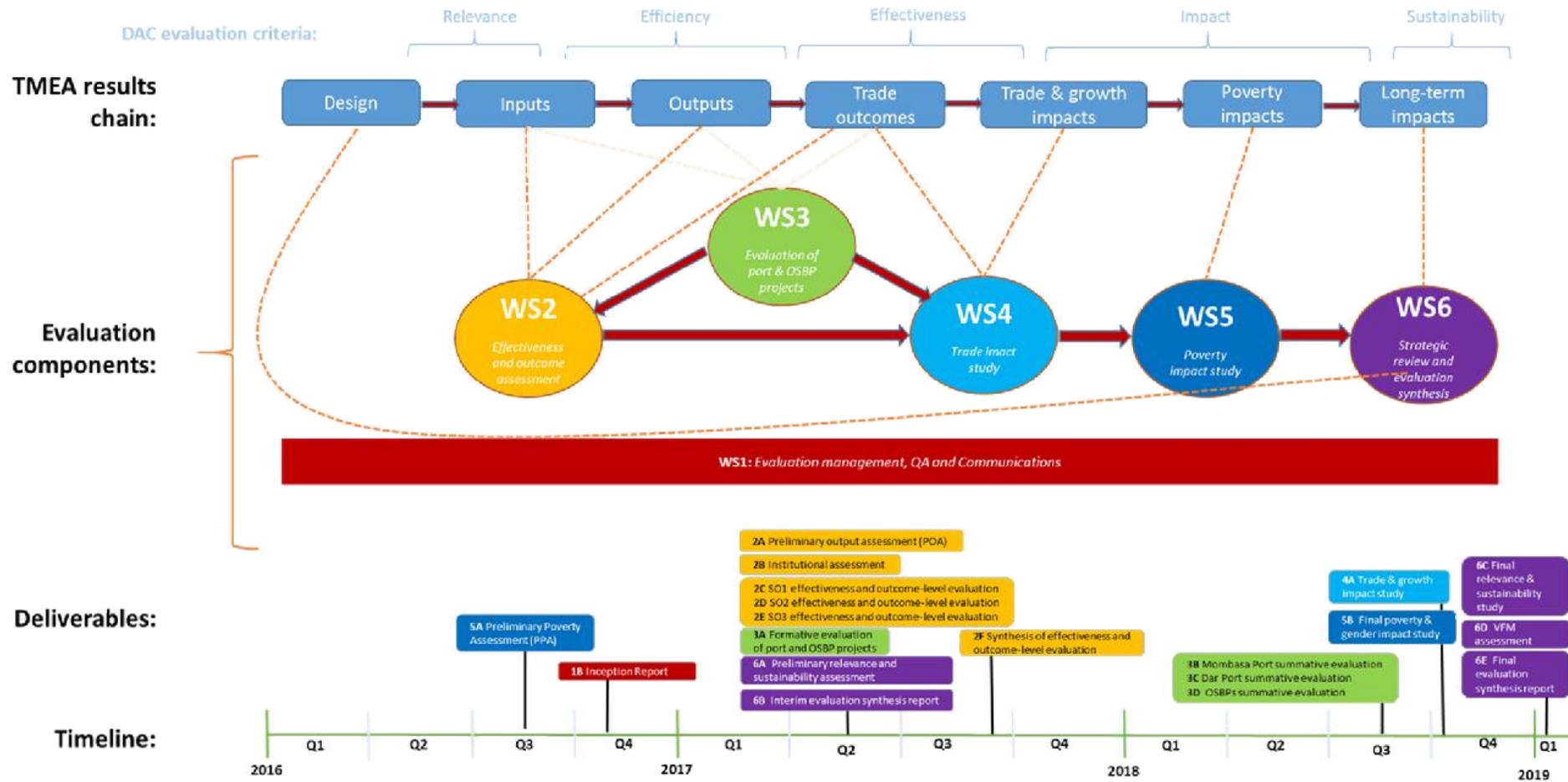
Evaluation objectives

- Test the **TOC**, assessing all causal links and the robustness of underlying assumptions (including links between trade, growth and poverty reduction), and adjusting the TOC to serve as a reliable guide to interpret the programme and to make programme improvements.
- Analyse and, to the extent possible, measure: the regional integration programmes' **impact** on regional trade, growth and poverty (and on the various stakeholders – in particular on men and women separately, poor and vulnerable groups, as well as traders and consumers); and **sustainability**.
- Assess the **effectiveness** of the TMEA programme, including organisational effectiveness, and whether the programme represents **VFM**.
- Throughout, identify **lessons learnt relevant beyond TMEA**, i.e. insights on enabling and constraining factors, critical actions and gaps which would be generalisable to future programmes or to other contexts.
- An institutional assessment assesses the adequateness of TMEA's institutional structures being a special purpose (“non-donor”) institution.

Five high-level evaluation questions (HEQs)

- **HEQ1:** Has the programme been effective in delivering its outputs and outcomes? How has this been affected by the programme's organisational model and how could this be improved?
- **HEQ2:** Have the port and One-Stop Border Post (OSBP) projects been effective in delivering their outputs and achieving their trade outcome objectives?
- **HEQ3:** What is the likely impact of TMEA on trade outcomes and growth, and what factors are critical in order to ensure the sustainability of positive impacts?
- **HEQ4:** What is the likely impact of TMEA on poverty and gender, and what factors are critical in order to ensure the sustainability of positive impacts?
- **HEQ5:** How robust and verified are the causal links and assumptions in the TOC? What does this imply for the relevance, coherence and sustainability of the programme, and what are the lessons learnt that are relevant beyond TMEA?

Evaluation design summary



Work Streams

The evaluation has 6 work streams (WS):

- WS1: Evaluation management, QA and communications
- WS2A: Effectiveness and outcome assessment (all non-ports & OSBP projects)
- WS2B: Institutional assessment (TMEA as an organisation)
- WS3: Evaluation of ports and OSBP projects
- WS4: Trade and growth impact study
- WS5: Poverty and gender impact study
- WS6: Strategic review and evaluation synthesis

Workstream methods

Workstreams	Workstream description	Methods
WS1: Evaluation management, QA and communications	QA, workstream coordination, project management and reporting	
WS2: Effectiveness and outcome assessment	Effectiveness and outcome assessment; and institutional assessment	Traditional OECD/DAC approach complemented with: <ul style="list-style-type: none"> - outputs and results mapping; - process tracing; - performance scores and Most Significant Change; - TOC validation - Pathways of change mapping (at programme level)
WS3: Evaluation of ports and OSBP projects	Formative and summative evaluations	
WS4: Trade and growth impact study	Trade and growth impact study	Macro- and micro-level simulation analysis for specific trade sectors and corridors
WS5: Poverty and gender impact study	Poverty and gender impact study	Econometric decomposition exercise (for quantifying poverty poverty changes) plus qualitative assessment (QCA)
WS6: Strategic review and evaluation synthesis	Evaluation synthesis	Juxtaposing; reconciling; adjudicating between studies (based on the quality of research); consolidating; and situating (explaining findings across contexts).

Evaluation implementation progress to the date

WORK STREAM	PROGRESS
WS1: Evaluation management, QA and communications	Permanent implementation.
WS2A: Effectiveness and outcome assessment (all non ports and OSBP projects)	Field work finalized (20 projects visited + 20 projects desk review + use of findings from TMEA evaluations) in Uganda, Kenya, Rwanda, Tanzania, Burundi. Draft report produced currently under review. Output mapping finalized.
WS2B: Institutional assessment (TMEA as an organisation)	Field work finalized. Draft report produced currently under review.
WS3: Evaluation of ports and OSBP projects	Field work finalized (Mombasa port, Dar port, OSBPs in Busia, Malaba, Kagitumba). Draft report produced, currently under review.
WS6: Strategic review and evaluation synthesis	Adds to the SO findings issues of sustainability considering EAC trade policy and political economy. Summarises findings across SO levels. Work still ongoing.

Output mapping, purpose & scope

- Purpose: First stage of the TOC validation and attribution exercise
- Approach: linking (planned) project outputs to different types of activities
- Rationale 1: understanding through which activities outputs are being generated helps to better understand HOW changes are being generated, if any.
- Mapping outputs is the first task which builds the basis for this entire exercise
- 216 projects, 1,625 outputs and 2,431 activities have been mapped

Forthcoming mapping exercises

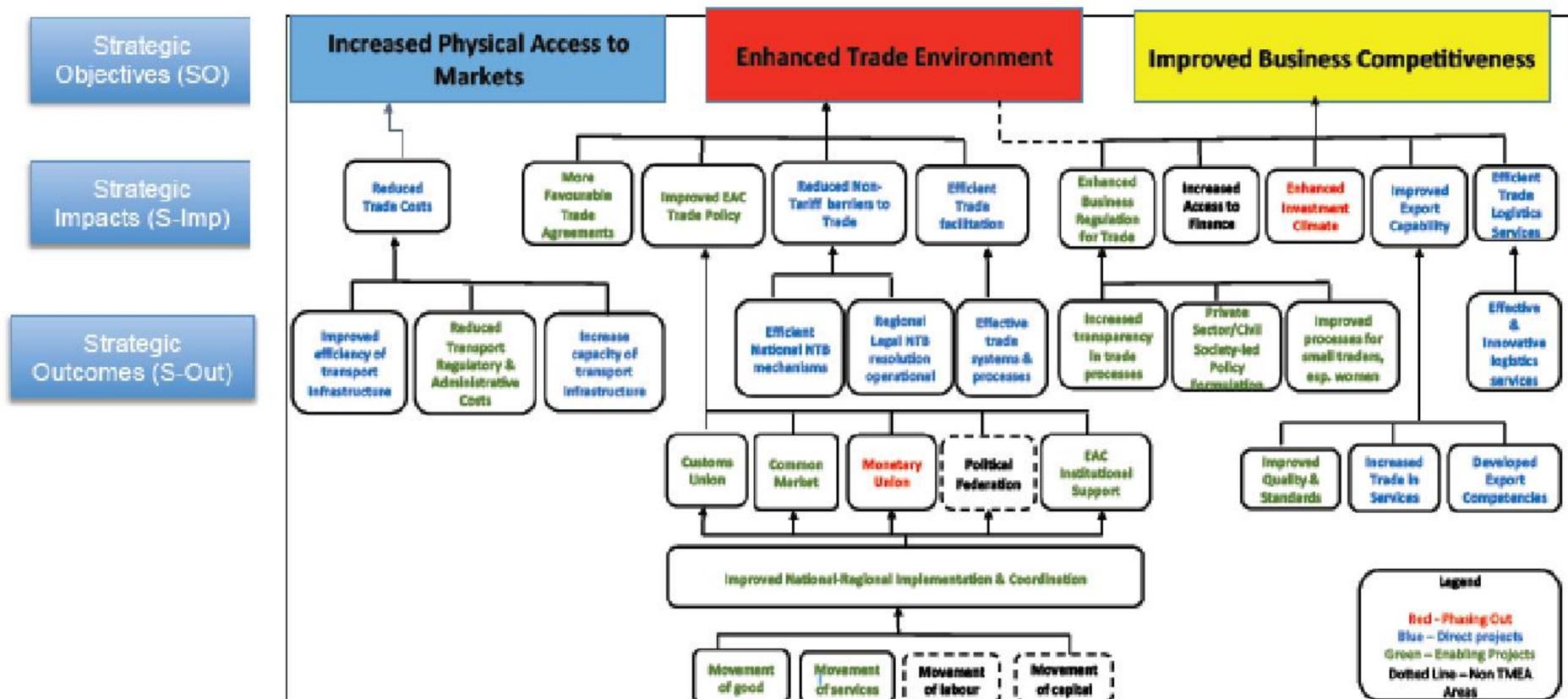
Outcome mapping

- Rationale 2: findings from project review will confirm the existence of change and describe its characteristics and scope
- These findings can be aggregated and a (outcome) performance (quality) ranking will be defined.
- Quantity and quality of outcomes observed along pathways of change helps to assess the coherence at TMEA programme level

Pathway mapping

- The existence of TMEA outcomes observed along comprehensive pathways of change at programme level would help validate the TOC

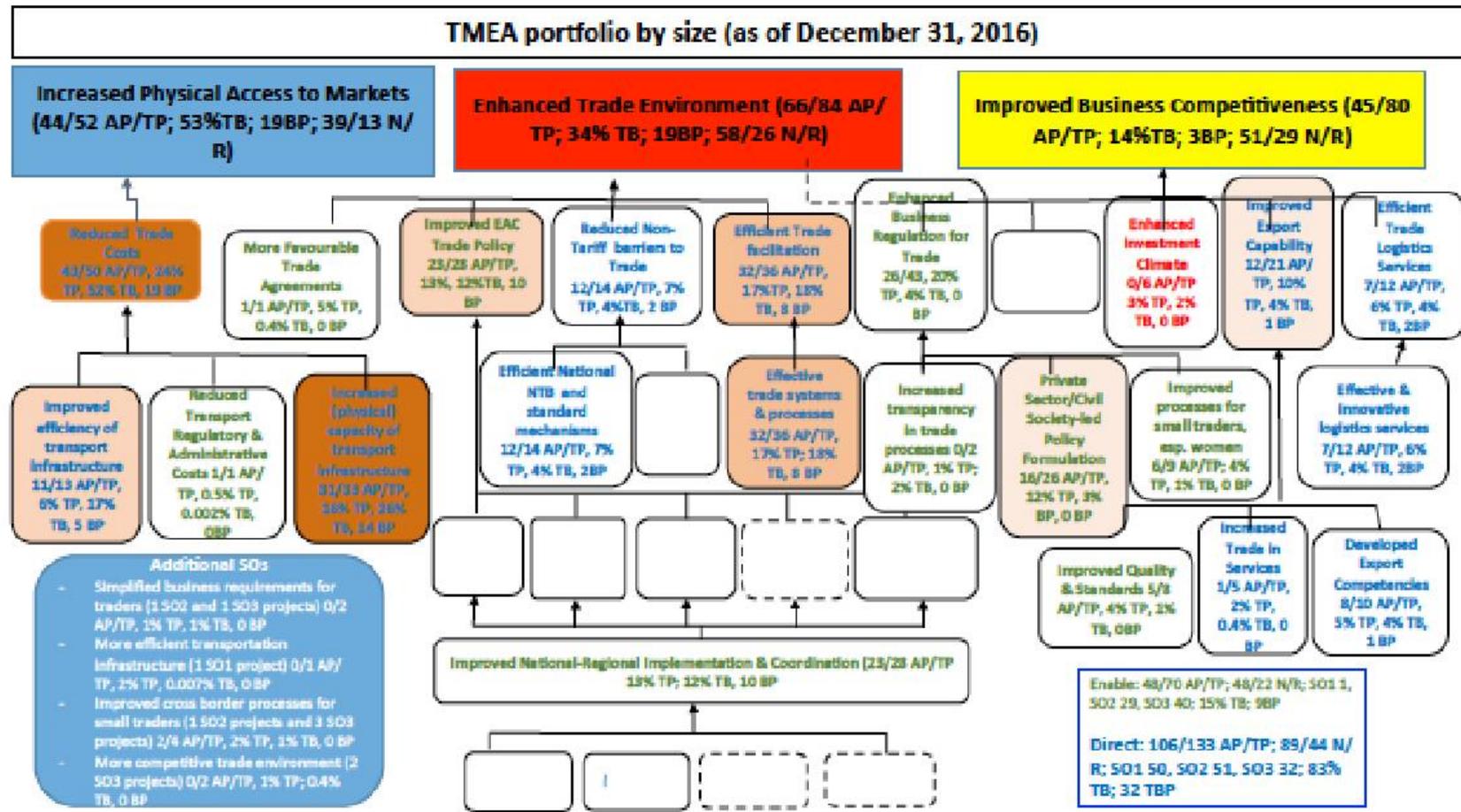
Output mapping results



Output mapping results:

At portfolio level - Resources concentrate on SO1 before SO2 and SO3, and go mainly to infrastructure, trade facilitation and export capability and private sector

Figure 2: TMEA general portfolio description



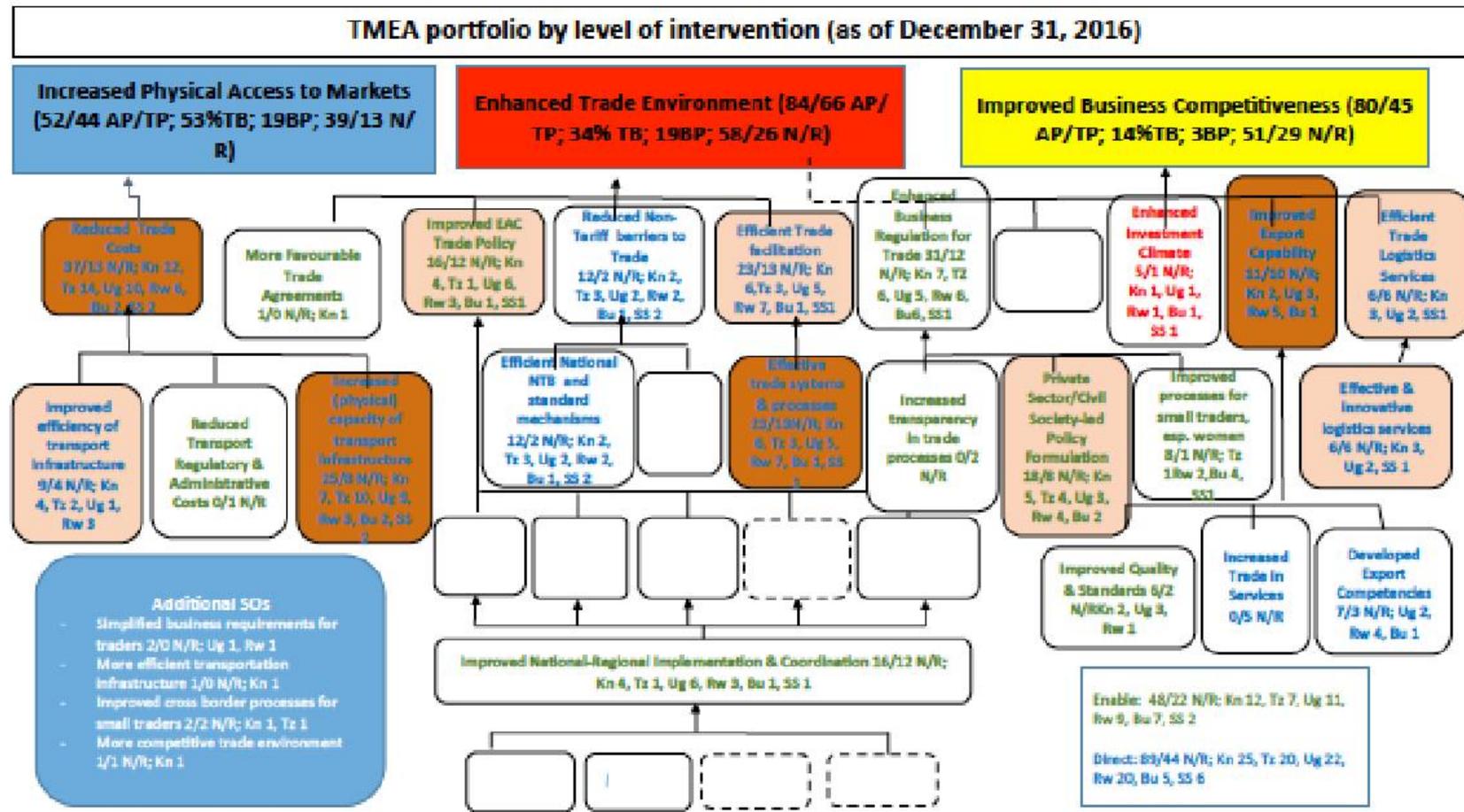
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Output mapping results

Same picture at country level concentrating SO3 efforts additionally on logistics

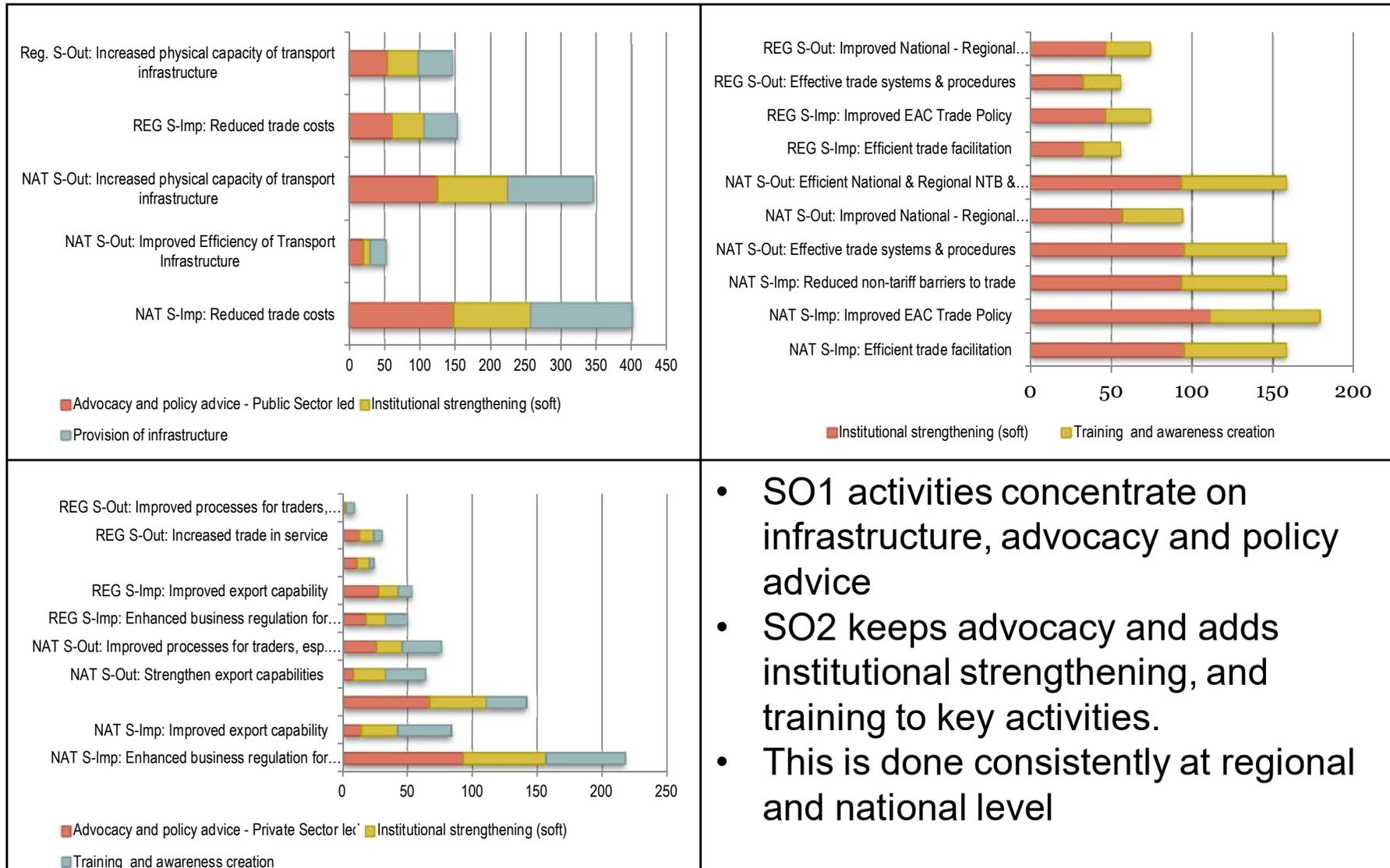


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Output mapping results



WS3 OSBP achievements overview (9 projects reviewed – 2 amber-red)

Project	Main Outcome	Effectiveness rating	Current sustainability rating	MSC	Main project activity and output	Key factor of success or failure	Strength of evidence
0928 -IBM Kn	Clearance time reduction	Green	Amber	Trade facilitation	IBM systems and training	TMEA integrated approach	Green
1062 -IBM Ug	Clearance time reduction	Green	Amber	Trade facilitation	IBM systems and training	TMEA integrated approach	Green
1517 -Cons. Kn	New OSBP compound	Amber	Amber	Trade flow increase	Construction	TMEA integrated approach	Green
1518 -Cons. Ug	New OSBP compound	Green	Green	Trade flow increase	Construction	TMEA integrated approach	Green
0938 -IBM Kn	Clearance time reduction	Amber	Amber	Trade facilitation	IBM systems and training	Weaker commitment of KRA	Amber
1061 -IBM Ug	Clearance time reduction	Green	Green	Trade facilitation	IBM systems and training	Stronger commitment of URA	Amber
0953 -Cons. Kn	Completion of WB OSBP project	Amber-Red	Amber	Trade flow increase	Construction	Inherited failed WB project	Amber-Red
1053 -IBM Ug	Clearance time reduction	Amber-Red	Amber-Red	Trade facilitation	IBM systems and training	Weaker commitment of URA	Amber
1219 -IBM Rw	Clearance time reduction	Green	Green	Trade facilitation	IBM systems and training	Stronger commitment of RWA	Amber
1511/12 - Cons. Kn	New OSBP compound	Amber	Amber	Trade flow increase	Construction	TMEA planning failure	Amber

Preliminary conclusions at programmatic level

- Projects are in general effective and show a stronger relevance at regarding national priorities than programmatic ones.
- Sustainability and transfer of knowledge and capacities from TMEA to partners is an issue
- Infrastructure delivery work is better monitored and documented than soft assistance
- The M&E framework of TMEA does not use benchmarking which would however be required considering the programme scope
- TMEA as an institution has a lot of processes important for development cooperation defined (like project approval or VFM) but they are not implemented to their full extent, which finally produces avoidable results weaknesses.
 - Additionally the set of institutional tools for management is still incomplete
 - Management does not take full advantage of the MIS (programme results are not being mapped as a sum of project results)
- We will be able to cross check on implementation performance between thematic areas and types of activities.

Methodological rigour and practical relevance

Methodological rigour (wants)

- Complexity: Evaluation touches on a wider range of criteria like relevance, outputs, outcomes, impact, TOC validation and attribution
- DFID requires a 'scientific' evaluation (method) and approach which brings all these elements together (three stage mapping exercise)

Practical relevance (needs – of different stakeholders)

- DFID and other donors: learning on all criteria listed on the left – accountability; learning on programme design and implementation, value for money
- TMEA management: external validation of results achieved; learning on project and programme implementation (simple messages)

Learning points and conclusions

- The three stage mapping approach (outputs & activities; outcomes; pathways) proved so far to work as expected and to be a useful approach for evaluation of complex programmes
- Carrying out in parallel an institutional assessment was key to confirm some findings from the mapping and from the field (project evaluations) and to detect strength and weaknesses at management processes
- Complex programmes could perform better if the pathways of change they want to contribute to were defined right from the beginning (design stage) as well as a TOC (helps to design a more consistent portfolio)
- The definition of core activities is important as well at an early stage because it allows to define concepts and approaches as well as tools (e.g. institutional needs assessments).
- These decisions would as well help to better fine tune and more adequately design M&E frameworks (e.g. regarding programme outcome monitoring and benchmarking of processes and results)



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Thank you