Final Report (Revision 2)

INDEPENDENT EVALUATION OF TRADEMARK EAST AFRICA'S SAFE TRADE EMERGENCY FACILITY (STEF) PROGRAMME

Submitted by Ayaah Consult

24th January 2023

TABLE OF CONTENTS

LIST OF TABLES

LIST OF ACRONYMS

AMREF	African Medical and Research Foundation
DAC	Development Assistance Committee
DRC	Democratic Republic of Congo
EAC	East African Community
FCDO	Foreign Commonwealth and Development Office
FGD	Focus Group Discussion
FSD	Financial Sector Deepening
ICT	Information Communication Technology
KIIs	Key Informant Interviews
MDAs	Ministries, Departments and Agencies
ODK	Open Data Kit
OECD	Organization for Economic Co-Operation and Development
OSBP	One Stop Border Post
PPD	Public Private Dialogue
PPE	personal protective equipment
RECDTS	Regional Electronic Cargo and Driver Tracking System
SPS	Sanitary and Phytosanitary Measures
STEF	Safe Trade Emergency Facility
SSCBTs	Small Scale Cross Border Traders
STZs	Safe Trade Zones
TMEA	TradeMark East Africa
ToRs	Terms of Reference
UNOPS	United Nations Office for Programme Services
VfM	Value for Money
WFP	World Food Programme

EXECUTIVE SUMMARY

Background to the STEF Programme

1. In 2020, there was an outbreak of the global COVID-19 pandemic forcing countries to take several measures, which affected the movement of goods and people across the globe, thus disrupting trade. In response, Trademark East Africa (TMEA) designed and implemented a Safe Trade Emergency Facility (STEF) Programme to mitigate the effects of the pandemic on trade in the Eastern and Southern Africa region by delivering a series of interventions designed to reduce the COVID-19-related barriers to trade and to support businesses within the region to continue to trade safely.

2. The programme was organised into seven (7) implementing clusters that included: Cluster 1 – Provision of Personal Protective Equipment (PPE) and testing services; Cluster 2 – Technology interventions to keep trade moving; Cluster 3 – Trade policy interventions; Cluster 4 – Supply chain support for resilience, relief and recovery in essential goods and exports; Cluster 5 – Standards and SPS interventions; Cluster 6 – Advocacy interventions and Cluster 7 – Gender inclusion, women in trade and safe trade zones (STZs).

Purpose of the evaluation

3. This summative evaluation assessed the TMEA's STEF programme, which aimed at innovatively responding to the COVID-19 crisis to ensure that trade continued safely in Eastern and Southern Africa to contribute to the TMEA's overall objective of increased trade. The evaluation period was from April 2020 to June 2022. The sampled countries were Kenya, Malawi, Rwanda, Somaliland, Uganda and the STEF Regional Programme out of the thirteen (13) countries where the interventions took place. The overall aim of this evaluation was to ascertain the results and provide the findings, conclusions, key lessons learned and recommendations to improve future programming and implementation of emergencies of this nature.

Approach and Methodology

4. A theory-based contribution analysis approach involving qualitative and quantitative techniques was used in the evaluation. In addition, the evaluation team used a cluster-based approach where the programme's activities and results were assessed based on the 7 clusters to determine the programme performance. The evaluation team used the six (6) OECD-DAC criteria of relevance, effectiveness, coherence, efficiency, sustainability and impact to assess the programme achievements.

Key evaluation findings

The STEF programme was based on a reasonable theory of change given the circumstance during the COVID-19 pandemic and the assumptions behind the programme were plausible and valid.

Impact

5. The STEF programme theory of change indicated that the interventions and activities implemented would contribute to mitigating the impact of COVID-19 on trade to pre-COVID-19 levels and ultimately contribute to TMEA's overall objective of increased trade. To achieve this, TMEA, through the STEF programme interventions, innovated and organised seven (7) clusters that were interlinked and worked together to mitigate the COVID-19 related barriers to trade to contribute to the programme's high level results of: (i) Making ports and borders

safe for trade, (ii) improving trade flows in selected supply chains (iii) avoiding job losses and protecting livelihoods (iv) Improving domestic and export trade in selected supply chains and (v) reducing transit time for monitored cargo to pre-Covid-19 levels, by supporting the region to stay open and enable the flow of goods and services safely during the pandemic. The STEF programme impact was good and it contributed to the realisation of the following higher-level results:

Ports, borders and critical supply chains were made safe for trade

6. During the COVID-19 pandemic, accessibility to sufficient COVID-19 testing services, quarantine areas, PPEs, hygiene products and stations at the ports and borders was a challenge, which negatively affected the frontline staff to facilitate trade at borders and ports. In addition, the frontline staff were exposed and at risk of contracting COVID-19 as they were dealing with the business community that included traders, ship crews, truck drivers and clearing agents that could easily transmit COVID-19 to them.

7. The evaluation findings indicated that the STEF programme intervention contributed to making the ports and borders safe for trade in the following ways:

i) Thirteen (13) PCR testing kits and four (4) quarantine/screening facilities were delivered to increase the testing and screening scope of the border users to ensure their safety. In addition, PPEs and hygiene products were procured and supplied to the selected borders in the supported countries where 8,123 targeted frontline staff received and benefited and 100% of them had access, which kept them safe while working as shown in Table 1.

Table 1: Percentage Proportion of targeted staff at selected borders that had access to PPEs

No	Type of PPEs	Kenya	Uganda	Malawi	Somaliland	Rwanda
1.	Full protective PPEs	100%	100%	100%	100%	100%
2.	N95 masks	100%	100%	100%	100%	100%
3.	Reusable masks	100%	100%	100%	100%	100%
4.	Disposable Gloves	100%	100%	100%	100%	100%

Source: Desk review and field interviews/surveys (2022).

ii) The Regional Electronic Cargo and Driver Tracking System (RECDTS), also known as the "Drivers' App", was developed and rolled out, which helped in testing and tracking 137,322 truck drivers to prevent COVID-19 transmission against a target of 40,000, which was 243% above target. In addition, a Standard Operating Procedures (SOPs)/protocol was also developed and adopted for use, which helped in COVID-19 awareness campaigns and prevention that facilitated the safe opening of border markets[1] during the COVID-19 pandemic.

iii) Two Safe Trade Zones (STZs) for small-scale cross-border traders (SSCBTs) at selected borders were completed and operational in Tog Wajaale Market in Somaliland and Mchinji Market in Malawi. The STZs helped to restore confidence and promoted public health measures required to ensure the safety of the traders while the STZ at Busia Market in Kenya was still under construction. Furthermore, the programme supported sensitisation sessions and activities on the COVID-19 protocols at national and regional levels that helped control and prevent possible causes of COVID-19 transmissions while trading.

---

[1] Busia, Namanga, Isibania, Malaba, Elegu, Mutukula, Tog Wagaale and Mchinji

iv) The programme supported stakeholder engagement through established structures such as Joint Border Committees (JBCs) and National Monitoring Committees (NMCs), which helped to harmonise the interpretation and implementation of Government Directives and supported sensitisation activities for border communities on measures to contain the spread of COVID-19.

Transit time for monitored cargo reduced to pre-COVID-19 levels

8. The evaluation findings indicated that during the COVID-19 pandemic, countries closed borders and the truck drivers needed to be safe and also had to undergo mandatory COVID-19 testing to present evidence of negative COVID-19 test certificates at the border entry points. There was also lack of trust in the COVID-19 test certificates issued by other countries, which created a challenge of multiple testing that caused unnecessary delays. All these challenges led to long queues at borders and delivery of cargo and disruption of supply chains. The STEF programme intervention contributed to reducing transit time in the following ways:

i) **The Regional Electronic Cargo and Driver Tracking System (RECDTS)/Drivers' App** was innovated, developed and operationalised in collaboration with the EAC Secretariat and the ministries responsible for health in the EAC Partner States. RECTDS was a timely innovation that quickly addressed the huge cargo traffic disruptions by tracking the drivers online for COVID-19 certificates using the ID and verifications systems at the borders, which reduced the border clearance time.

ii) **Reduction in average clearance time:** At Busia, the average clearance time reduced from 5 hours in 2020 to 1.1 hours in 2021, which was a 78% reduction. The evaluation findings also indicated that the average transit time for cargo along the corridors routes that had increased during the pandemic had generally reduced towards pre-COVID-19 time due to the STEF programme intervention of using RECDTS/ Drivers' App.

iii) **Reduction in average transit time from Mombasa to selected destinations**: The transit time was reduced by 24% to Busia, 11% to Elegu, 24% to Kampala, 22% to Kigali, and 15% to Malaba. Further findings showed that the transit time for Busia, Kampala and Kigali had gone back to pre-COVID levels due to the interventions. This was confirmed by the 78% of the surveyed truck drivers who reported that using the drivers' App reduced the transit time, as detailed in Table 2. Furthermore, the survey findings indicated that 86% of the truck drivers interviewed revealed that the programme interventions (supply of PPEs, medical advice and support, RECDTS application and digital certificates) responded to their needs during the COVID-19 outbreak.

Table 2: Comparison of transit time from Mombasa to selected route destinations, pre-COVID-19, during COVID-19 and after programme intervention

Average Time (Hours)	Destinations from Mombasa				
	Busia	Elegu	Kampala	Kigali	Malaba
Pre-COVID-19 (2019)	84	99	138	184	72
During COVID-19 (June 2020)	114	151	154	234	109
With STEF intervention (December 2021)	87	135	117	182	93
%Transit time increase between pre-COVID-19 (2019) and during COVID-19 (June 2020)	36%	53%	12%	27%	51%
%Transit time reduction between June 2020 and December 2021.	24%	11%	24%	22%	15%
%Transit time difference between pre-COVID-19 and December 2021.	4%	36%	(15%)	(1%)	29%

Source: Desk review (2022)

iv) **Comparison of average transit time at selected routes with STEF intervention and without STEF intervention:** The findings indicated that in the routes where there were STEF interventions, the difference in the average transit time between pre-COVID (2019) and December 2021 from the selected ports to the respective destinations reduced by 11%. However, the routes where STEF interventions did not occur remained higher, e.g. 33% in the Durban route and 98% in the Walvis Bay route in southern Africa, as shown in Table 3.

Table 3: Comparison of percentage difference in transit time with STEF and without STEF interventions along selected transit routes

Percentage difference in average transit time between pre-COVID time (2019) and as of December (2021)											
Transit Time with STEF intervention from Mombasa to:					Transit Time Without STEF intervention from Durban to:			Transit Time Without STEF intervention from Walvis Bay to:			
Busia	Elegu	Kampala	Kigali	Malaba	Lubumbashi	Lusaka	Gaborone	Lubumbashi	Lusaka	Harare	Gaborone
4%	36%	(15%)	(1%)	29%	40%	33%	25%	100%	150%	67%	75%
Overall difference in average transit time: 11%					Overall difference in average transit time: 33%			Overall difference in average transit time: 98%			

Source: Desk review (2022)

Export trade in selected supply chains was improved.

9. During the peak of the COVID-19 pandemic, countries put in place measures to control the spread of COVID-19, such as curfews, partial and complete lockdowns of economies, which disrupted the movement of goods to markets that contributed to the reduced volumes of imports and exports from the region. Due to this situation that was prevailing at the borders, TMEA through the STEF programme, supported interventions to mitigate risks of cross-border transmission of COVID-19 while trading and also ensured borders and supply chains remained open as a necessity. The evaluation findings indicated that the STEF programme intervention contributed to improvement in export trade of selected supply chains in the following ways:

i) Supported the development and implementation of COVID-19 related trade facilitation protocols/EAC administrative guidelines on the movement of goods and services that helped indicate the step-by-step border clearance process flow that facilitated the movement of goods across borders in the EAC partner states.

ii) Supported 16 trainings of key border agency staff on the protocols, which equipped them with knowledge and skills that facilitated trade during the pandemic.

iii) Supported fact-based research into the effects of COVID-19 on regional trade and this served as a tool for providing evidence-based policy advice to help the programme implementers and partners make informed decisions on clear trade policy initiatives.

iv) The findings from the collected export data indicated that the critical goods' volume and value were maintained during the pandemic, as evidenced by the data for 2019, 2020 and 2021 shown in Table 4.

Table 4: Exports Values and Quantities of Selected Value Chains[2]

Country	Years					
	2019		2020		2021	
	Quantity (Tons)	Value (USD 000'	Quantity (Tons)	Value (USD 000'	Quantity (Tons)	Value (USD 000'
Kenya	3,240,581	1,430,791	3,218,953	1,466,521	3,617,822	1,797,948
Rwanda	10,8840	67,471	5,506	15,815	4,968	15,830
Malawi	92,895	77,571	41,093	66,555	98,585	90,486
Uganda	550,830	446,932	579,453	424,342	173,622	294,918
Total	**3,993,146**	**2,022,765**	**3,845,005**	**1,973,233**	**3,894,997**	**2,199,182**
% Change of the Total	-	-	**(3.7%)**	**(2.4%)**	**1.3%**	**11.5%**

Source: https://www.trademap.org/Index.aspx (2022)

v) The findings indicated that in 2019, the total annual value of exports of the targeted value chains in the selected countries was US$2,022.765 million, and during the pandemic in 2020, it was reduced to US$1,973.233 million, which was a 2.4% reduction. However, with the STEF intervention, it increased to US$2,199.182 million in 2021 compared to 2020, which was an 11.5% increase. Similarly, the annual export quantities in 2019 and 2020 were reduced by 3.7% and increased in 2021 by 1.3% compared to 2020. This indicated that whereas the exports were reduced due to the pandemic, they were bouncing back to pre-COVID-19 levels as a result of the contributions by the STEF Programme interventions.

vi) **Would be potential trade value loss:** The evaluation findings indicated that if there were no STET interventions, the decline in trade values experienced in 2020 would continue even in 2021 by 13.9% for exports and 11.5% for imports which would have given a potential total trade value loss of US$553 million. However, due to the contribution of the programme interventions of the supporting resilience of the imports and export value chains, the comparison of quantities and values of imports and exports of the selected critical value chains for the years 2019, 2020 and 2021 indicated that they did not vary significantly.

10. These findings indicated that the programme interventions contributed to ensuring that critical goods were supplied (refer to Table 6), which would not have happened without STEF support of ensuring that key trade facilitation actors were safe. This was supported by 86% of the truck drivers surveyed, who reported that STEF interventions addressed the cargo movement challenges brought about by the pandemic.

Jobs losses mitigated and trade supported to recover

11. The evaluation findings indicated that due to the COVID-19 pandemic global crisis, there was a closure of borders that led to the disruption of trading activities. This contributed to the loss of jobs and unemployment, which affected the earnings of the SSCBTs and made them vulnerable to poverty since they were no longer earning as before the pandemic outbreak. This challenge was addressed by the STEF programme putting in place interventions that supported the continuity of trade and movement of critical supplies and prevented job losses that included:

i) Establishment of safe trade zones that ensured that the SSCBTs got trading areas to trade safely especially vulnerable groups such as women;

---

[2] The critical value chains selected to ensure movement access during the pandemic were: medicines, hygiene products and food (fish, dairy horticulture, cereals, pulses)

ii) Developing STZ protocols and sensitising the SSCBTs on their application equipped them with the knowledge to trade safely.

iii) The respective National Monitoring Committees and National Trade Facilitation Committees representatives in the supported countries were facilitated to have weekly meetings to discuss and resolve the COVID-19 related measures that had a negative economic impact on cross-border trade and played a critical role in supporting trade continuity amidst the COVID-19 pandemic.

iv) Unconditional cash transfer initiatives, for example, in Kenya that supported 1,098 SSCBTs in Busia with about US$20 each per month over a period of three months, which enhanced their resilience and enabled them to continue trading during the pandemic to regain their livelihoods by re-establishing their businesses previously affected by the pandemic, diversification and increasing their stock.

v) Supplying the SSCBTs with PPEs ensured that they were safe while trading.

vi) These interventions enabled the SSCBTS to continue trading and findings revealed that 97% of the traders surveyed indicated that they were trading at the borders before the pandemic, 83% of them confirmed that they traded during the pandemic and 97% were trading at the time of the evaluation. This indicated that the programme interventions by TMEA were instrumental and contributed to SSCBTs' continued trading even during the pandemic, which improved their incomes, boosted their livelihoods, and prevented them from sinking further into poverty.

vii) Although the traders continued to trade during the COVID-19 Pandemic, the evaluation findings indicated that their average sales reduced from US$401 before the pandemic to US$236 during the pandemic, which was a reduction of 41%. However, further findings indicated that the sales were picking up, as evidenced by data collected during the evaluation, which shows that average sales increased from US$236 to US$289, which was an increase of 22%, indicating that the interventions contributed towards their sales recovery.

Food security and access to critically required medicine was ensured

12. The evaluation team noted that access to food supplies was essential for food security and the movement of medicines was critical to keep the vulnerable population healthy and safe during the COVID-19 crisis. However, the COVID-19 pandemic affected the region's logistics and distribution for critical supply chains of food and medicines that were critically needed and yet the region was heavily dependent on imports to make food and medicines available. The evaluation findings revealed that the STEF programme addressed this situation by ensuring food security and access to critically required medicines during the COVID-19 pandemic in the following ways:

i)   Three (3) studies[3] (market assessments and sector performance reports) were carried out and they generated recommendations that informed policy direction and the development of COVID-19 related Protocols/Procedures or guidelines that were used to ensure the continuity of safe trade along the value chains.

ii) Twenty (20) guidelines were developed and used to train selected supply chain actors on compliance with COVID-19 guidelines that helped to keep them safe while trading.

---

[3] The 3 studies were: 1) Development of Relevant SPS Protocols and Procedures; 2) Relevant Hygiene and Food Safety Procedures; 3) Supporting Private Sector Compliance to Standards, Health and Safety Procedures.

iii) 15,701 SMEs, businesses or suppliers were on-boarded onto digital platforms or linked to markets, contributing to access to critically required medicines and food during the COVID-19 pandemic.

iv) Supported the adoption of uniform tariff and tax measures that were proposed by the World Customs Organisations and World Health Organisations (WCO/WHO) Harmonised System (HS) classification reference for COVID-19 medical supplies for the treatment of COVID-19 essential goods in the supported countries, which facilitated the movement and access to medical supplies.

v) Supported the development and implementation of a good practice manual on Sanitary and Phytosanitary (SPS) Measure control and management alongside food supply chains, which contributed to improved quality and also ensured continued export of fresh produce by addressing food safety and plant health related concerns.

Effectiveness

13. Evaluation findings on the programme's effectiveness indicated that 85% of targeted activities were implemented and realised 80% of the expected outputs. However, there was need to have targets for the performance indicators to facilitate monitoring and evaluation. Table 5 shows the summarised programme's short-term outcome results at the country level and the respective contributing cluster(s). The effectiveness of the programme was good because of the following findings:

Table 5: Summarised STEF programme short-term outcome results at endline

Cluster/ County	Summarised STEF programme short-term outcome results at endline						
	Short term Outcome indicator(s)	Kenya	Uganda	Malawi	Somaliland	Regional	Rwanda
Cluster 1	Number of trade actors provided with PPEs.	5,843	1,209	906	165	N/A	N/A
Cluster 2	Registered drivers in the RECDTS for the sampled countries.	110,865	8,525	N/A	N/A	N/A	2,767
	Number of cross Border agencies that were utilizing data from the RECDTS.	5	4	1	3	N/A	3
	Average time to clear and release critical goods at targeted borders (Hours)	1.1	1.1	3	N/A	N/A	N/A
Cluster 3	Number of EAC and Malawi border officials and other border users that were reached out and sensitized on COVID-19 protocols and guidelines.	524	214	450	N/A	N/A	N/A
Cluster 4	Number of SMEs, businesses or suppliers onboarded onto digital platforms or linked to markets.	1,605.	13,891	205	N/A	N/A	N/A
Cluster 5	Number of critical goods certified.	12, 890	195	N/A	N/A	N/A	N/A
Cluster 6	Number of functional/ COVID response public private dialogue (PPD) platforms in place.	1	1	1	N/A	1	1
	No. issues addressed against the number of issues identified in market intelligence	N/A	N/A	N/A	N/A	53	N/A
	No of market surveys conducted	1	1	1	1	1	1
Cluster 7	Number of traders operating at targeted borders/ marketplaces.	4,500	715	450	196	N/A	N/A
	Average revenue per week for the traders at targeted borders/markets (USD)	Busia:190 Isebania: 39 Malaba: 275 Namanga: 242	Busia: 190 Malaba: 275 Elegu: 324 Mutukula:138	Mchinji: 1,667	Tog Wajaale: 879	N/A	N/A

Source: Desk review and field interviews/surveys (2022)

14. Generally, the programme achieved its expected results at the output and short-term outcome levels and was effective in mitigating the adverse effects of COVID-19 on trade, which was good.

Efficiency

15. The evaluation findings on the programme efficiency indicated that it was good, as shown below:

i) **Value for money economy** was achieved based on technical and financial proposals. Technical proposals ensured that quality and competent service providers were procured, while financial bids guaranteed that the services were at the right price as per TMEA procurement guidelines. The findings indicated that out of the US$31,112,000 total budget, US$24,802,000 (80%) was utilised to fully implement 85% of the activities, and the remaining 15% was in progress to realise the outputs.

ii) **Value for money efficiency** was achieved by engaging experienced technical experts and international humanitarian organisations (such as UNOPS, WFP and AMREF) during the project implementation that provided their expertise during the STEF Programme intervention implementation. These organisations used their international networks and expertise to ensure that the procurement process was fast and effective by setting up the process to source the particular equipment, goods and services to match the requirements in terms of specifications, required quality standards and price. Findings indicated that 80% of the budget was utilised to realise 80% of outputs.

iii) TMEA used less bureaucratic and emergency fast-tracking procurement procedures than government procurement processes to deliver services where they were needed in the shortest time possible, ensuring efficiency.

iv) **Value for money effectiveness** indicated that 80% of the budget was utilised and contributed to the realisation of the intended outcomes of maintained levels of trade flows (average of 8.7% change in the value of selected value chains 2019 and 2021) and transit time along the corridors to pre-COVID-19 levels.

v) **Value for money equity** was achieved by supporting initiatives that did not discriminate against gender or the nature of and size of businesses, especially for vulnerable groups such as women small-scale cross-border traders.

vi) **Cost and Benefits**: The STEF Programme cost was US$24.8 million and contributed to transit time reductions that led to transit cost savings/benefits by the traders. The freight cost of a 20' feet-container (TEUs) from Mombasa to Kampala increased from US$2,198 in 2019 to US$2,303 in 2020, which was "partly due to measures to contain the spread of COVID-19 Pandemic[4]". However, with the STEF Programme interventions contribution under the respective clusters, the cost reduced to US$2,104 in 2021, which was a 9% reduction (US$199) per truck that contributed to a total cost savings of US$71 million, which indicated that for each dollar invested it contributed to a cost saving of about US$3, which showed that the STEF programme was beneficial and achieved good value for money.

Relevance

16. The STEF programme was relevant and focused on interventions which were appropriate for mitigating the effects of COVID-19 in the following ways:

---

[4] Northern Corridor Transport Observatory Report 16th Issue, June 2021

i)   Partnerships and strategic engagements with local, regional and international partners involved in the mitigation of the effects of the pandemic.

ii) Provision of PPEs and hygiene products to prevent infection and transmission of COVID-19.

iii) Supporting fact-based research on the impact of the COVID-19 crisis to inform the development of relevant policies, protocols and guidelines.

iv) Provision of calibration equipment to support COVID-19 test equipment, the Sanitary and Phytosanitary (SPS) measures and quality infrastructure services like testing and standards development to facilitate trade in the value chains for critical goods.

v)   Advocacy interventions through Public-Private Dialogue (PPD) to address COVID-19-related issues affecting the private sector with the intention of having the challenges removed or resolved.

vi) Supporting gender inclusion of women in trade and safe trade zones/markets to continue trading safely.

vii) Played a valuable role in convening and holding discussions to provide information on the COVID-19 impacts on trade in the EAC and beyond through live presentations and written media outreaches which provided global recognitions.

viii) Overall, the programme relevancy focused on interventions that were appropriate for mitigating the effects of COVID-19, which addressed the beneficiaries' needs as was reported by the surveyed SSCBTs (70%) and truck drivers (86%) respectively, who indicated that the intervention addressed their needs, which was good.

Coherence

17. The findings indicated that the programme was complementary and boosted other interventions that included:

i)   **The Standards and Quality Infrastructure Programme** that supported calibration and standardisation activities.

ii) **Regional Electronic Cargo Tracking System (RECTS)** that gives advance information to enable processing customs entries before the arrival of transit trucks at borders.

iii) **Making Trade Work for Women in Eastern Africa Programme** that seeks to develop safe spaces/markets for women at borders.

iv) **EABC initiatives on studies and recommendations on trade law and policy** reforms to support trade.

v)   **Distribution of PPEs by Governments of EAC Partner States**, Malawi and Somaliland to mitigate the spread and transmission of COVID-19.

vi) **The Single Customs Territory (SCT)** in the EAC that promotes the free movement of goods and seamless flow of information for faster border clearance.

vii) **The EAC Mobile Laboratories Project** of enhancing national COVID-19 response that aimed at increasing COVID-19 testing capacities.

viii) **Malawi Revenue Authority ASYCUDA World** was supporting the supply chain of items that were urgently needed to give COVID19- relief.

Overall, the programme complimented and boosted other interventions towards making trade safe, which was good.

Sustainability

18. The evaluation findings on the programme sustainability indicated that:

i) **Technical sustainability** was ensured through training and knowledge transfer in the Eastern African Region, which equipped the beneficiaries with skills and information to enable them to survive and be resilient during and after the pandemic and even in the future in case a similar crisis arose. The training included: how to use PPEs for all border users, Drivers' App targeted drivers/truck owners, COVID-19 protocols and guidelines for small-scale cross-border traders (SSCBTs) and cargo handling guidelines at OSBPs for clearing agents and border officials.

ii) **Financial sustainability** was ensured by charging for the services for using the procured testing and calibration equipment. The collected money will be used for maintenance and repairs to ensure financial sustainability.

iii) **Technology sustainability** was sustained because the innovations like the RECDTS/Drivers' application have been embedded at the regional level at the EAC and at the national level in the ministries responsible for health and customs structures with staff to support the system sustainability.

iv) **Socio-political connections** facilitated the programme to develop strong links with the relevant stakeholders at International, regional and national levels that contributed to securing political and social mobilisation.

v) **Environmental sustainability** was contributed to by developing simplified regional standards and protocols for disposing PPEs and hygiene products, which could be used for disposal to avoid damaging the environment.

Overall, the programme equipped the stakeholders with the relevant skills and the developed technology was hosted at national and regional levels coupled with good political will were likely to sustain the results when the programme comes to an end.

Key Lessons Learned

19. From the evaluation, the following lessons learned from implementing an emergency programme like STEF, which can be used for future programming included:

i) Partnering with international emergency response institutions with global expertise and experience in working under crises, such as UNOPS and WFP, facilitates faster delivery of programme services.

ii) Strong political will and buy-in from the governments are critical for implementing programmes successfully.

iii) ICT platforms are critical tools for trade facilitation, especially in times of restrictions for physical contact since transactions can continue electronically.

iv) Flexibility while adhering to procurement guidelines/procedures is critical for handling emergency programme interventions.

v) The multi-sectoral involvement using a cluster approach to implementing emergency programmes creates synergies that facilitate the achievement of timely results.

vi) Advocacy activities based on well-researched information facilitate acceptance by the decision-makers.

vii) Supporting small-scale cross-border traders especially women, to continue trading during the crises promotes their resilience and enhances their livelihoods.

viii) Identifying and supporting value chains of critical goods during a crisis rationalises the use of limited resources.

ix) Having clear targets for each key performance indicator for the respective clusters facilitates the monitoring and evaluation of programmes, even if it is of an emergency nature.

20. **Cluster performance conclusion:** The evaluation findings indicated that clusters 1, 3, 4, 5 and 6 had fully implemented the planned activities to achieve their intended results. However, clusters 2 and 7 had incomplete activities that affected the full realization of their respective results. Under cluster 2, the incomplete activities were related to smart gates and under cluster 7, they were related to the construction of the safe trade zones, which was ongoing. The evaluation team noted that these ongoing activities for smart gates and safe trade zones involved infrastructure development that needed relatively more time compared to the other activities and were likely to be fully implemented by early 2023.

21. From the findings, the evaluation team made the following recommendations for future programming of a similar nature:

#	RECOMMENDATIONS	ACTION POINT
	RECOMMENDATIONS ON IMPROVING STEF PROGRAMMES EFFECTIVENESS	
1.	**Strengthen the cooperation and coordination between relevant trade facilitation border agencies and traders.** TMEA should support the facilitation of the stakeholders' periodic engagements and technical assistance to the cross-border traders on the trade facilitation requirements through their respective trade facilitation platforms to have consolidated efforts towards addressing trade related challenges to ease the cross-border movement of goods and services.	TMEA and trade facilitation agencies
2.	**Support capacity building and training activities to equip the traders with knowledge on how to continue trading safely to ensure business continuity and avoid trade disruption in cases of a similar crisis or pandemics:** TMEA should develop and disseminate simplified posters, pictures and signs and other relevant graphical materials to help continue supporting awareness and capacity building activities about safe trade initiatives so that they create a safe trading culture in the trading communities.	TMEA

#	RECOMMENDATIONS	ACTION POINT
3.	**Support manufacturers and traders especially women cross border traders to comply with Sanitary and Phytosanitary (SPS) measures, quality and safety standards requirements to be able to trade in quality and safe products that will be competitive on the market**. This should be done by: a) Supporting the institution in charge of SPS and standards to develop relevant standards for the market to support trade post COVID-19. b) Training the traders and manufacturers on how to comply with requirements of standards. c) Supporting the regional Quality Infrastructure (QI) services that facilitate trade such as: Inspection, Testing, Certification, Calibration and Verification to work effectively so that they can support seamless trade.	TMEA
4.	**Support the recovery of affected businesses** that are needed for the survival and sustaining livelihoods such as small and medium enterprises especially those owned by women by linking them to markets and affordable sources of capital for resilience and business recovery to continue trading.	TMEA and national private sector umbrella bodies.
5.	**Whereas this was an emergency intervention, similar future programmes should ensure that the key performance indicators have targets to enhance monitoring and evaluation.**	TMEA
	RECOMMENDATIONS ON IMPROVING STEF PROGRAMME SUSTAINABILITY	
6.	**Support the sustainability of the STEF ICT based digital platforms and initiatives under cluster 2 to facilitate trade.** The trade facilitation agencies with the relevant mandates should be facilitated to host and manage the developed digital platforms under cluster 2 such as smart gates, RECDTS and incorporate them into their core business operations to ensure sustainability of these initiatives.	TMEA and Trade facilitation agencies
7.	**TMEA should ensure the construction of** the safe trade zone markets and the smart gate related interventions that are still under construction to ensure that the on-going activities are implemented to realize the programme results	TMEA
8.	**Support private sector business recovery initiatives to help the traders address challenges to their business:** The private sector should be supported through their private sector umbrella bodies to advocate for initiatives that can help in business recovery post COVID-19 since private sector businesses employs a number of people that get their livelihood from doing business.	TMEA, EABC and national private sector umbrella bodies.

#	RECOMMENDATIONS	ACTION POINT
9.	**TMEA should support economic recovery and reform initiatives post COVID-19;** to boost the productive capacities and broaden market reach of the business community by supporting business innovations and improving their business environment.	TMEA, EABC and national private sector umbrella bodies.
	RECOMMENDATIONS ON IMPROVING PROGRAMME EFFICIENCY	
10.	**MDAs in the respective supported countries should include in their respective budget for providing support towards STEF programme initiatives to ensure sustainability:** Some of the programme initiatives that should be supported in the budgets included: established IT infrastructural, testing equipment, digital applications and platforms developed, command monitoring centre to ensure that established initiatives continue supporting trade.	Partner states MDAs

CHAPTER 1: BACKGROUND

1.1 Introduction

21. TMEA is a multi-donor funded not-for-profit entity with its headquarters in Nairobi, Kenya and a presence in Burundi, Democratic Republic of Congo (DRC), Ethiopia, Rwanda, Somaliland, South Sudan, Tanzania and Uganda. TMEA is also in the process of establishing country programmes in Djibouti, Malawi, Mozambique and Zambia. TMEA has two main outcome areas: Outcome 1, which focuses on reducing barriers to trade; and Outcome 2, which aims to enhance the competitiveness of traders and businesses in the region. The STEF Programme was implemented by TMEA utilising its expertise in delivering trade facilitation and business competitiveness interventions, but it was tailored to the operating context created by the COVID-19 pandemic.

1.2 Background to the STEF Programme

22. In 2020, there was an outbreak of the global COVID-19 pandemic, which affected the movement of goods and people across the globe, thus disrupting trade. In response, TMEA began implementing its Safe Trade interventions to mitigate the effects of the pandemic on trade in the Eastern and Southern Africa region by delivering a series of interventions designed to reduce the barriers to trade created by the COVID-19 crisis and to support businesses within the region to continue to trade safely.

23. With the Safe Trade Programme being an emergency in nature, TMEA moved quickly to raise funding, design interventions and implement them. The STEF Programme was organised into seven implementing clusters delivering a total of 64 programmes across 13 countries in the region. The clusters included:

i) **Cluster 1: Provision of personal protective equipment (PPE) and testing services.** TMEA and its partners (such as UNOPS) distributed substantial volumes of PPE, including face masks, hand wash, sanitisers and thermal guns, etc., to around 30 ports and border points across the region.

ii) **Cluster 2: Technology interventions to keep trade moving.** Through this work, TMEA and its partners developed a driver-tracking application known as the Regional Electronic Cargo and Driver Tracking System (RECDTS), designed to make it easier for truck drivers to cross East Africa's borders. The App was designed to enable negative COVID-19 status to be proven quickly and easily at border crossings with the aim of reducing congestion at key transit points such as Busia and Malaba between Kenya and Uganda.

iii) **Cluster 3: Trade policy interventions.** This cluster predominantly involved developing and implementing COVID-19 related trade facilitation protocols, training key agency staff on such protocols, and research into the effects of COVID-19 on regional trade.

iv) **Cluster 4: Supply chain support** for resilience, relief and recovery in essential goods and exports. Interventions to support the movement of trade, such as e-commerce support to SMEs, were delivered through this cluster.

v) **Cluster 5: Standards and SPS interventions.** TMEA also delivered several interventions designed to ensure that standards and sanitary and phytosanitary (SPS) services kept pace with the pandemic and could continue to operate effectively. The objective here was to ensure that critical products such as food, medicine and hygiene products continued to flow during the pandemic.

vi) **Cluster 6: Advocacy interventions.** TMEA supported organisations to advocate on trade issues created or exacerbated by the COVID-19 pandemic, with the intention of having them removed.

vii) **Cluster 7: Gender inclusion, women in trade and safe trade zones**. This cluster sought to

address the challenges faced by small cross-border traders, particularly women, created by COVID-19. The Programme here focused on introducing the public health measures required to restore confidence and facilitate trade across borders. This included the development of protocols and 'Safe Trade Zones' for small-scale traders at key border crossings across Eastern Africa.

24. The majority of Safe Trade programme activities were completed in 2021, with those continuing to be subsumed into TMEA's mainstream Programme.

1.3 Purpose of the evaluation

25. The purpose of the TMEA's STEF Programme summative evaluation was to:
i)   Provide an independent assessment of the results achieved;
ii)   Capture the key lessons from implementing an emergency Programme of this nature so that these lessons can be used to inform future programming.

1.4 Specific objectives of the evaluation

26. More specifically, STEF Programme summative evaluation sought to:

i) Independently measure and verify the outputs, short-term, intermediate, and desired outcomes achieved by Safe Trade.
ii) Assess the performance of the Safe Trade clusters in achieving the programme's intended results and the reasons underpinning the performance.
iii) Capture key lessons around the design, implementation and monitoring of the Safe Trade programme and identify any areas for improvement.
iv) Assess the sustainability of Safe Trade's results beyond the programme end date.
v) Make recommendations designed to improve future programming of this nature.

1.5 Evaluation Scope

27. This summative evaluation covered the period from April 2020 to June 2022. The STEF Programme was implemented in the region in 13 countries that included: Kenya, Uganda, Rwanda, Djibouti, Ethiopia, Tanzania, South Sudan, Somaliland, Malawi, Zambia, DRC, Burundi and Mozambique. However, for purposes of this evaluation, the geographical scope covered Kenya, Uganda, Rwanda, Somaliland, Malawi and the STEF Regional Programme. The selection of the countries was based on the following criteria:
i)   At least one country included from each of the regional economic blocks (EAC, SADC and HOA);
ii)   Having relatively higher budgets spent to implement the activities;
iii) At least 4 clusters/projects implemented;
iv)   The countries provide proximity to other data collection sites/borders;
v)   At least a safe trade zone market was constructed and used (Somaliland and Malawi).
vi) The estimated impact of the intervention on the EAC countries, which was catered for by the STEF Regional Programme.

1.6 Key Evaluation Questions

28. To achieve the evaluation objectives, the evaluation team specifically answered the key evaluation questions as detailed in the evaluation findings (Chapter 3).

CHAPTER 2: APPROACH AND METHODOLOGY

29. This section outlines the approach and methodology that was used to evaluate the TMEA STEF Programme. Overall, the evaluation approach and methodology were based on the six (6) OECD-DAC criteria: relevance, effectiveness, coherence, efficiency, sustainability and impact. In addition, contribution analysis was used to explore attribution using the STEF programme results chain and the TMEA Programme theory of change (ToC).

2.1 Approach

30. The evaluation approach had three (3) distinctive phases that included: Inception phase, Data collection phase and data analysis, reports drafting and validation phase. The evaluation team also adopted a cross-sectional approach in evaluation design, data collection and analysis. In addition, the evaluation team used a cluster-based approach where the programme's activities and results were assessed based on the 7 clusters to determine the programme performance and the reasons underpinning the performance. All data and information collected underwent quality assurance before use.

2.2 Methodology

31. The evaluation team's overall approach and methodology were based on the six OECD-DAC criteria for evaluating development assistance, specifically the programme's relevance, effectiveness, coherence, efficiency, impact and sustainability. Both qualitative and quantitative methods of data collection were used. Primary data was collected through consultative field visits in Kenya, Rwanda, Somaliland, Uganda, Malawi and the Regional component, where key informant interviews, surveys and focus group discussions were held with identified key stakeholders (Refer to Annex 12 for details of the stakeholders consulted).

32. Secondary data was collected through desk review of the programme documents and other documents relevant to the STEF Programme and the evaluation (Refer to Annex 13 for details of the list of the documents reviewed). The evaluation team also obtained data from the programme beneficiaries of the respective countries where the intervention took place. Thereafter, the collected data was tested and validated through triangulation and cross verification from other sources, such as desk reviews and interviews, before analysis and used for drafting this report.

33. The evaluation team used a proportionate stratified random sampling technique to obtain a representative sample because the STEF Programme population was not homogeneous, from which a random sample could be drawn before stratification. After stratification, random samples were picked to avoid systemic bias. The evaluation team used systematic sampling to select the random sample from the population of the programme beneficiaries (traders and truck drivers). In addition, purposive sampling was used to get respondents from the supported Public EAC regional offices, Ministries, Departments and Agencies (MDAs), implementing partners and TMEA to provide specific information on the STEF Programme being evaluated.

34. The evaluators used questionnaires to collect data during fieldwork from the stakeholders that included the beneficiaries and implementing partners. From the stakeholders supported by the programme, a total population size of 77,169 beneficiaries (truck drivers and cross-border women traders) was identified. Sample sizes of 812 respondents were proportionately derived for the survey at a confidence level of 95% and a margin of error of 5%. In addition, 109 respondents were

purposely sampled for key informant interviews (KIIs) and 10 for focus group discussions (FGDs). The questionnaires were directly administered to the sampled population and 736 responded to the survey, while 88 responded to the KIIs, which gave a response rate of 91% for the survey and 81% for the KIIs refer to Annex 7 for details. Overall, the response rate was 89%.

35. The evaluation team interviewed the Programme beneficiaries to evaluate and ascertain results/changes brought about by the Programme in the respective clusters in each country that was sampled for the evaluation.

36. In addition, the evaluation team used the theory-based approach hinged on contribution analysis to explore the Programme theory of change (refer to Annex 8) to explain step-by-step whether the interventions contributed to the observed results, whether positive or negative. Data was collected using questionnaires during the consultative field visits to the respective countries and beneficiaries and the findings were used to draft the evaluation report. The evaluation team exercised quality assurance throughout the whole evaluation process, following the OECD/DAC criteria and guidelines.

2.3 Evaluation Limitations

37. Generally, the evaluation team received necessary cooperation and openness from the STEF programme staff, beneficiaries and implementing partners and we wish to record our appreciation for all the assistance provided. However, in Rwanda, the evaluation team could not get the necessary authorisation to conduct key informant interviews and surveys at the borders. However, this was mitigated by using secondary data where possible. In addition, at the time of the evaluation, the COVID-19 pandemic had significantly calmed down to provide a real depiction during the peak of the pandemic. This was mitigated by using retrospective methodology that enabled us to reconstruct backwards to the situation before and during the COVID-19 pandemic.

38. Whereas there was a short-outcome indicator of the volume traded by the women targeted by the interventions at selected borders, it was not possible to collect complete data on volumes of goods traded in litres or kilogrammes because the traders were dealing in mixed goods and were not keeping records in quantities but rather in values and therefore this limitation was mitigated by reporting trade values. In addition, there was a limitation in getting domestic data on the selected value chains because most of the data was incomplete, but this was mitigated by the use of import and export data from customs/Comtrade. The methodology used proved appropriate for the purpose of this evaluation and no significant limitations undermining the reliability, validity or utility of findings were identified.

CHAPTER 3: EVALUATION FINDINGS

39. This section provides the evaluation findings at the time of the end-line evaluation based on the evidence from the review of the available STEF programme documents and other relevant literature (see Annex 13) for the documents reviewed) and extensive interviews with the key stakeholders, programme staff, implementing partners, MDAs in the respective countries and the beneficiaries (truck owners, small-scale cross-border traders (SSCBTs). The evaluation team organised the findings according to the 6 OECD-DAC criteria for evaluating development assistance and in line with the evaluation requirements in the Terms of References (ToRs).

3.1 IMPACT

The impacts are the tangible long-term outcomes the STEF programme contributed or is likely to contribute, positive and negative, intended and unintended.

The evaluation team assessed and answered the following evaluation question on the STEF programme impact:

a) To what extent has the Safe Trade programme contributed to TMEA's higher level outcomes of reducing the time and cost of trade in Eastern Africa and boosting levels of trade?

b) What was the impact of the interventions in supporting women and small-scale traders, given the disproportionate effects that COVID-19 had on these segments of the population, including on their recovery?

c) To what extent did the Safe Trade programme generate any unexpected outcomes?

d) How effective was the Safe Trade programme in mitigating the negative effects of COVID- 19 on poverty, particularly for women, youth and other marginalised groups?

40. The evaluating team assessed the TMEA STEF programme impact based on its contribution towards the maintained level of trade in the selected supply chains and efficient transit time for monitored cargo maintained for trade. The findings indicated that all seven (7) programme clusters worked together and contributed to the programme's impact. The evaluation team noted that regional trade and transport corridors were the major routes that facilitated the movement of people, goods and services within the region in the programme-supported countries. Findings also indicated that the transport corridors are critical to business survival and livelihoods because they supported countries by offering them routes to and from the ports that led to regional and international markets.

3.1.1 Export trade in selected supply chains was improved

41. **Change in values and quantities of supported selected value chains:** By the programme supporting the smooth movement and clearance of goods along the transport corridors, it contributed to ensuring that critical goods in the targeted value chains needed to support the fight against the COVID-19 pandemic kept on being supplied. This was evidenced by the overall change in export quantities of the selected value chains, which changed from 3,993,149 tonnes in 2019 to 3,845,005 tonnes in 2020, which was only a 4% reduction. However, the decline would have been more without the programme interventions. In addition, the annual export quantities increased to 3,894,997 tonnes in 2021, which was only a 1% increase. Similarly, the export values reduced by only 2% between 2019 and 2020 and increased by 11% in 2021.

42. Regarding import, the quantities reduced from 5,176,360 tonnes in 2019 to 4,097,896 tonnes in

2020, which was a 21% reduction; however, the import quantities increased to 5,253,256 tonnes in 2021, which was an increment of 28%. The import values were reduced by only 2% between 2019 and 2020 and increased by 10% between 2020 and 2021, as shown in Table 6. For details on the changes in the respective supported value chains, refer to Annex 9.

> *The programme's assumption that "addressing the COVID-19 crisis will reduce trade challenges and trade value will be back to pre-COVID-19 levels" was valid, as demonstrated by the findings on the changes in the values of critical goods exported and imported rebounding to pre-conditions levels.*

43. These findings indicated that the programme interventions contributed to ensuring that critical goods were supplied (refer to Table 6), which would not have happened without STEF support of ensuring that key trade facilitation actors were safe by accessing PPEs and cargo truck drivers were tracked in real-time using the Drivers' App and the RECDTS. These findings were supported by 86% of the truck drivers surveyed, who reported that STEF interventions addressed the cargo movement challenges brought about by the pandemic.

Table 6: Percentage change in exports and imports values and quantities of selected value chains during the pandemic and after STEF Intervention

Country	Percentage change in exports values and quantities of selected value chains			
	Year(s)			
	2020		2021	
	% Change in Quantity	% Change in Value	% Change in Quantity	% Change in Value
Kenya	-1%	2%	12%	23%
Rwanda	-95%	-77%	-10%	0%
Malawi	-56%	-14%	140%	36%
Uganda	5%	-5%	-70%	-30
Overall % Change	**-4%**	**-2%**	**1%**	**11%**
Country	Percentage change in exports values and quantities of selected value chains			
	2020		2021	
	% Change in Quantity	% Change in Value	% Change in Quantity	% Change in Value
Kenya	-7%	-2%	11%	20%
Rwanda	-67%	-36%	88%	49%
Malawi	15%	2%	16%	-33%
Uganda	-48%	30%	111%	-23%
Overall % Change	**-21%**	**-2%**	**28%**	**-10%**

Source: Desk review and analysis (2022)

3.1.2 Transit time for monitored cargo reduced to pre-COVID-19 levels.

44. **Efficient Transit time for monitored cargo:** The evaluation findings indicated that the STEF programme contributed to efficient transit time by supporting initiatives targeting the transport corridors with the purpose of ensuring that the borders and corridors were safe. This was the aim of reducing the corridor transit time to the pre-COVID-19 conditions and this was evidenced by the changes in the Inland Transport Time on key routes as shown in Table 7 below. The findings indicate that the programme support contributed

> *"The introduction of the Drivers' App during COVID-19 helped in reducing the time of border clearing of trucks and reduced the congestion at the border,"* **Truck driver at Busia Border.**

to reducing the transit time in selected transit routes Mombasa to Kampala, Mombasa to Busia, and Mombasa to Kigali to pre-COVID-19 conditions and other routes were also making good progress towards the reduction of the transit time.

45. **Reduction in average transit time from Mombasa to selected destinations**: The transit time was reduced by 24% to Busia, 11% to Elegu, 24% to Kampala, 22% to Kigali, and 15% to Malaba. Further findings showed that the transit time for Busia, Kampala and Kigali had gone back to pre-COVID-19 levels due to the interventions. This was confirmed by the 78% of the surveyed truck drivers who reported that using the drivers' App reduced the transit time, as detailed in Table 7. Furthermore, the survey findings indicated that 86% of the truck drivers interviewed revealed that the programme interventions (supply of PPEs, medical advice and support, RECDTS application and digital certificates) responded to their needs during the COVID-19 outbreak.

Table 7: Comparison of Transit Time from Mombasa to Selected Route Destinations, Pre-COVID-19, During COVID-19 and After Programme Intervention

Average Time (Hours)	Destinations from Mombasa				
	Busia	Elegu	Kampala	Kigali	Malaba
Pre-COVID-19 (2019)	84	99	138	184	72
During COVID-19 (June 2020)	114	151	154	234	109
With STEF intervention (December 2021)	87	135	117	182	93
%Transit time increase between pre-COVID-19 (2019) and during COVID-19 (June 2020)	36%	53%	12%	27%	51%
%Transit time reduction between June 2020 and December 2021.	24%	11%	24%	22%	15%
%Transit time difference between pre-COVID-19 and December 2021.	4%	36%	(15%)	(1%)	29%

Source: Desk review (2022)

46. **Comparison of average transit time at selected routes with STEF intervention and without STEF intervention:** The findings indicated that in the routes where there were STEF interventions, the difference in the average transit time between pre-COVID (2019) and December 2021 from the selected ports to the respective destinations reduced by 11%. However, the routes where STEF interventions did not occur remained higher, e.g. 33% in the Durban route and 98% in the Walvis Bay route in southern Africa, as shown in Table 8.

Table 8: Comparison of percentage difference transit time with and without STEF interventions along selected transit routes.

Percentage difference in average transit time between pre-COVID time (2019) and as at December (2021)											
Transit Time With STEF intervention from Mombasa to					Transit Time Without STEF intervention from Durban to:			Transit Time Without STEF intervention from Walvis Bay to:			
Busia	Elegu	Kampala	Kigali	Malaba	Lubumbashi	Lusaka	Gaborone	Lubumbashi	Lusaka	Harare	Gaborone
4%	36%	(15%)	(1%)	29%	40%	33%	25%	100%	150%	67%	75%
Overall difference in average transit time: 11%					Overall difference in average transit time: 33%			Overall difference in average transit time: 98%			

Source: Desk review (2022)

The programme's assumption that "addressing the COVID-19 crisis will reduce transit time, increase cost saving from this reduction in transit time and increase trade back to pre-COVID-19 levels or more" was valid due to the findings that indicated that whereas in June 2020, during the peak of the pandemic, the transit time

> *increased significantly however, with the programme intervention the transit time and the trade value levels were maintained to pre-COVID-19 as shown in Tables 6, 7 and 8.*

47. **Impact of the STEF interventions in supporting women and small-scale traders:** The findings from the survey conducted in selected borders of Busia (Kenya and Uganda), Malaba (Kenya and Uganda), Elegu, Isebania, Mchinji, Mutukula, Namanga, and Tog Wajaale indicated that with the programme support, the cross-border traders became resilient in their trading practices. Findings revealed that 97% of the traders interviewed confirmed that they were trading at the borders before the pandemic, 83% of them confirmed that they traded during the pandemic and 97% were trading at the time of data collection. This confirmed that the STEF programme contributed to ensuring that the SSCBTs continued trading during the pandemic to sustain their livelihoods and support their dependents.

48. Although the traders continued to trade during the COVID-19 Pandemic, the evaluation findings indicated that their average sales reduced from $401 before the pandemic to $236 during the pandemic, which was a reduction of 41%. However, further findings indicated that the sales are picking up, as evidenced by data collected during the evaluation, which showed that average sales increased from $236 to $289 at the time of data collection, which was a 22% increase. On the volumes traded, findings indicated that the traders found a challenge quantifying the sales into Kgs or litres since most of the records were not being kept in Kgs or litres but rather in sales values. Findings indicated that although the sales declined during the COVID-19 period, they were picking up for most borders except Malaba, as evidenced in Table 9 below.

49. The relatively high sales at border posts such as Tog Wajaale and Mchinji could be attributed to the safe trade zone market completion, while others could be due to relief packages such as the cash transfers at Busia- Kenya and effective enforcement measures that enhanced compliance at the borders. The sales reduction at Malaba could be attributed to the fact that some traders had used up their capital while others changed their businesses. It was also observed that the Cash transfers mechanism was not implemented at the Malaba border.

Table 9: Average sales per week at selected borders (US$)

	Busia	Elegu	Isebania	Malaba	Mchinji	Mutukula	Namanga	Tog Wajaale	Average mean
Average sales before COVID-19	417	413	53	382	1,406	102	78	646	401
Average Sales during COVID-19	148	251	23	408	831	101	69	794	236
Average sales at the time of data collection	190	324	39	275	1,667	138	242	879	289
% Change	28%	29%	69%	(33%)	101%	37%	264%	11%	22%

Source: Field data and document review (2022)

3.1.3 Jobs losses mitigated and trade supported to recover

50. **Jobs losses mitigated and trade supported to recover:** The evaluation findings indicated that due to the COVID-19 pandemic global crisis, there was a closure of borders that led to disruption of trading activities. This contributed to the loss of jobs and unemployment, which affected the earnings of the Small-Scale Cross Border Traders (SSCBTs) and made them vulnerable to poverty since they were no longer earning as it was before the outbreak of the pandemic. This challenge was addressed by implementing interventions that supported the continuity of trade and the movement of critical supplies and prevented job losses.

51. Findings indicated that some of the STEF interventions put in place included; trade policy interventions that helped to resolve the trade-related obstacles and restrictions to ensure trade continuity; construction of safe trade zones to ensure that the SSCBTs got a safe trading area; the unconditional cash transfer initiatives for example in Kenya that supported 1,098 SSCBTs in Busia with about USD20 each per month over a period of three months that enhanced their resilience and enabled them to continue trading during the pandemic; and the supply of PPEs that ensured that they were safe while trading. Findings revealed that 97% of the traders surveyed indicated that they were trading at the borders before the pandemic, 83% of them confirmed that they traded during the pandemic and 97% were trading at the time of the evaluation. This indicated that the programme interventions by TMEA were instrumental and contributed to SSCBTs' continued trading, which improved their incomes, boosted their livelihoods, and prevented them from sinking further into poverty.

3.2 EFFECTIVENESS

Effectiveness is the extent to which the development intervention has achieved its objectives taking their relative importance into account.

The evaluation team assessed effectiveness by answering the following key evaluation questions:

a) What results did the Safe Trade programme achieve at the outputs, short-term outcome and intermediate outcome levels?

b) How did the Safe Trade programme achieve results compared to those planned?

c) What factors were critical for the Safe Trade programme in achieving its results? Or, in the case of failure to achieve the desired results, what are the key factors which explain this?

52. This section assessed the results achieved against the programme set targets and included the outputs, outcomes and contributing factors. The evaluation findings indicated that TMEA formulated the STEF programme interventions to address the public health trade related challenges to contribute to (a) make the ports, borders, and critical supply chains safe for trade; (b) ensure food security and access to critically required medicines and hygiene products and (c) support measures that reduce jobs losses and support exports.

3.2.1 STEF Programme Design, Management and Implementation

53. **STEF Programme Design:** The evaluation findings revealed that the programme designed innovative interventions to respond to the emergency that the COVID-19 pandemic caused to the business community. The findings further revealed that the programme was designed to deliver the programme interventions using a cluster-based approach in the supported countries and the clusters developed were seven (7)[5]. The programme clusters were designed in such a way as to address specific components required to mitigate the effects of the COVID-19 pandemic on trade in Eastern and Southern Africa by reducing the barriers to trade created by the COVID-19 crisis and supporting businesses to continue to trade safely.

---

[5] Cluster 1 on Provision of Personal Protective Equipment (PPE) and testing services; Cluster 2 on Technology interventions to keep trade moving; cluster 3 on Trade policy interventions; Cluster 4 on Supply chain support for resilience, relief and recovery in essential goods and exports; Cluster 5 on Standards and SPS interventions; cluster 6 on Advocacy interventions and Cluster 7 on Gender inclusion, women in trade and Safe Trade zones.

54. The findings indicated that the cluster-based approach and design adopted by TMEA was appropriate and suitable to work in the COVID-19 crisis because: it provided a structure that facilitated partnerships with host governments, local authorities, the private sector and local civil society and coordination that was needs-based. In addition, it indicated that the cluster approach established a coherent and complementary approach that identified ways of working together for better collective results and made sure that critical materials and expertise were available where they were needed in the shortest time possible.

55. **STEF Programme management and implementation:** The evaluation findings indicated that the programme was managed at the regional TMEA head offices in Nairobi by the programme directors and the senior leadership team and at the country level by the respective country projects staff. In addition, there were cluster leads that were responsible for providing cluster leadership, accountability and coordination and ensuring a sufficient level of preparedness within their clusters. The findings further indicated that during the programme implementation, the decision on programme activity implementation was taken in consultation with the affected relevant Government MDAs and regional economic blocks such as the EAC. In addition, TMEA worked with the national and regional COVID-19 task forces committees and National Oversight Committees (NOCs), which was commendable because it ensured coordination and ownership.

56. The evaluation findings revealed that the programme response and activities implementation were planned and delivered following the Humanitarian Programme Cycle (HPC), which involved: (a) needs assessment and analysis of the COVID-19 crisis; (b) strategic response planning; (c) resource mobilisation; (d) implementation and monitoring and (e) programme operational review/evaluation which was found to be appropriate for this type of intervention because it helped in effective execution of the programme activities. The programme implementation involved stakeholders ranging from: international organisations (such as UNOPS[6], IOM[7] and WFP[8]), regional (East African Community Secretariat [EAC]), public (MDAs) to private institutions who signed agreements with TMEA in the form of Memorandum of Understanding (MoU) or Financing Arrangements, and this was found to be commendable because the agreements stipulated the expectations on which the performance could be assessed. In addition, the institutions that TMEA partnered with at the international level, such as UNOPS, IOM and WFP, were experienced in handling emergencies and humanitarian crisis interventions with an international reputation and technical know-how. Working with these international organisations, coupled with regional and national collaboration, was a good initiative because it provided the programme decision-makers with a wide technical capacity amidst the crisis of COVID-19.

57. Evaluation findings also indicated that TMEA NOCs were getting monthly reports on the progress of programme implementation. Furthermore, there were committees and task forces that were meeting regularly to get updates and address any emerging issues. In addition, the programme had performance measurement frameworks that were used to track programme progress to ensure that they were updated to enhance effective monitoring and evaluation of the programme.

---

[6] United Nations Office Project Services.
[7] International Organization for Migration.
[8] World Food Programme.

58. **STEF Programme Risk Management and Mitigation:** The evaluation findings indicated that the Programme had a risk management plan and mitigation strategies. The risks were analysed and reviewed periodically to identify possible threats to the programme, which was good practice.

3.2.2 STEF Cluster Activity and Output Assessment

59. **STEF Cluster Activity Assessment:** The evaluation teams found that in the TMEA-supported countries, the programme activities implemented were relevant and appropriate in reducing the barriers to trade created by the COVID-19 crisis and supporting businesses to continue trading safely. In addition, the implemented activities were based on a cluster approach and were expected to achieve the programme outputs and outcomes. The evaluation findings indicated that the programme worked with: international, regional, government and private sector organisations to implement the programme interventions by providing humanitarian, financial and technical support amidst the COVID-19 crisis that presented several challenges that disrupted trade.

60. The programme activities evaluated were for the period April 2020 to June 2022. The number of activities varied for each cluster because they were broken down on a needs basis and the requirements to meet the objectives of mitigating the COVID-19 crisis. The evaluation findings showed that the activities that TMEA supported under each cluster in the respective countries contributed to making the ports, borders and critical supply chains safe for trade and ensured food security and access to critically required medical supplies that supported measures to mitigate the effects related to public health barriers to trade. Table 10 summarises the activities planned and the implementation status. For details of the activities in respective clusters, refer to Annex 4.

Table 10: STEF Programme Activity Implementation Status as of June 2022

#	STEF Cluster/ Period	Planned Activities	Completed Activities	Incomplete Activities	% Completion of activities	% of incomplete activities	Remarks	Confidence level (low-red, medium -yellow and High-green)
1.	Cluster 1	5	5	-	100%	-	Activities completed.	High
2	Cluster 2	20	12	8	60%	40%	Incomplete activities related to smart gate installation and were on-going.	High
3.	Cluster 3	16	16	-	100%	-	Activities completed	High
4.	Cluster 4	4	4	-	100%	-	Activities completed	High
5.	Cluster 5	3	3	-	100%	-	Activities completed	High
6.	Cluster 6	6	6	-	100%	-	Activities completed	High
7.	Cluster 7	7	6	1	86%	14	Activity relating to safe trade zones was still in progress.	High
TOTAL		61	52	9	85%	15%	Apart from clusters 2 and 7, all other activities were complete.	High

Source: Desk review and field interviews (2022)

61. Evidence gathered by the evaluation team indicated that 61 activities were planned for implementation, of which 52 (85%) had been completed and only 9 (15%) were still in progress. Under cluster 2, incomplete activities were related to the installation of the smart gate infrastructure in the Malaba and Busia borders. For cluster 7, it involved the construction of safe trade zone markets. The implementation of the remaining activities was ongoing and expected to be completed since funds were already committed; however, there is need to follow up on the completion of the ongoing activities to realise the desired outputs. Activities relating to smart gates

were scheduled to be completed by January 2023 and for the safe trade zone by March 2023.

62. **STEF Cluster Output Assessment:** The findings indicated that the programme made progress in achieving the outputs and short-term outcomes and contributed to the intermediate outcomes. Table 11 summarises the programme output realisation and Annex 5 details the output realisation and achievement of the short-term and intermediate outcomes for the programme.

Table 11: STEF Programme Output Implementation Status as of June 2022

#	STEF Cluster/ Period	Planned Outputs	Realised Outputs	Incomplete Outputs	% Realisation of Outputs	% Of incomplete Outputs	Remarks	Confidence level (low-red, medium -yellow and High-green)
1.	Cluster 1	2	2	-	100%	0%	Outputs realized	High
2	Cluster 2	14	10	4	72%	28%	Incomplete outputs related to smart gate installation were on-going.	High
3.	Cluster 3	5	5	-	100%	0%	Outputs realized	High
4.	Cluster 4	1	1	-	100%	0%	Outputs realized	High
5.	Cluster 5	2	2	-	100%	0%	Outputs realized	High
6.	Cluster 6	1	1	-	100%	0%	Outputs realized	High
7.	Cluster 7	2	1	1	50%	50%	1 output related to STZ market not yet realized	High
TOTAL		**27**	**22**	**5**	**81%**	**19%**	**Apart from cluster 2 and 7, all the Outputs are realized.**	**High**

Source: Desk review and field interviews (2022).

63. Findings indicated that 27 outputs were targeted and 22 had been realised, which was 81%. The incomplete activities were undergoing implementation, but there is need to follow up on their completion to realize the expected outputs.

3.2.3 Assessment of Cluster 1: Provision of PPEs and Testing Services

64. The evaluation team noted that Personal Protective Equipment (PPEs) were worn during the pandemic to minimise transmission and exposure to COVID-19. The evaluation team further noted that testing services were used to diagnose whether one had COVID-19. Evaluation findings revealed that during the COVID-19 pandemic, there was mandatory testing and screening at the border entry points that resulted in delays and congestion for truck drivers and cross border traders at border control offices and presented a risk of transmission of COVID-19 to the border agency staff. Furthermore, there was a high worldwide demand for testing kits and PPEs, yet the supply was low and their distribution channels were also disrupted, which created a challenge of access to testing and PPEs for protection to ensure that people continued trading safely. To ensure safe trade, TMEA provided support for testing for coronavirus and PPEs for protection against the spread and transmission of COVID-19 under cluster 1.

65. **Cluster 1 Activity Assessment:** The five (5) activities implemented under this cluster included procurement of PPEs, delivery of PPEs, supply of testing kits, screening and testing of cargo drivers for COVID-19 and providing medical advice. The evaluation findings from the documents reviewed and interviews with stakeholders indicated that all these activities were completed and contributed to realising the expected outputs. For details of the activities, refer to Annex 4.

66. **Cluster 1 Output Assessment:** Further findings indicated that there were two (2) targeted outputs under cluster 1 and both of them had been realised, as discussed below.

67. **Testing support for COVID-19 in TMEA-supported countries facilitated.** The findings from the evaluation revealed that TMEA worked with ministries responsible for health in the targeted countries, the EAC secretariat and hospitals at the border entry points and along the transport corridors to ensure that COVID-19 testing facilities were available for use. In addition, TMEA worked with IOM to screen and test truck drivers at the borders of Malaba and Busia to reduce the backlog that existed due to the requirement to have a negative test certificate to cross the border and yet the testing capacity was inadequate. However, the testing and screening were later transferred to the public testing facilities along the corridor to improve the regional testing capacities. The evaluation findings further indicated that 13 PCR testing kits were procured and availed in Kenya using the programme support to enhance the testing capacity along the northern corridor.

> *The programme's assumption that "relevant Government agencies embrace testing support provided by TMEA" was valid, as shown by the findings on the testing kits procured, distributed and used.*

68. **PPE supplied to support safe trade in TMEA-supported countries.** The evaluation findings indicated that the drivers, cross border traders and border agency staff were vulnerable groups to contracting and transmitting COVID-19 and this could easily lead to loss of lives, disruption of trade and affect the livelihoods of people. To address these challenges, TMEA contracted UNOPS to procure PPEs and WFP to distribute them to the respective destination where they were needed most. Working with these two (2) organizations added value to the STEF programme because they have vast humanitarian experience in operating in crisis-hit environments. From interviews with the beneficiaries, none of them raised concerns related to the quality of the PPEs, which indicated that they were of expected quality.

69. Table 12 shows the details of the types of PPEs and hygiene products with their respective quantities that were procured and delivered to the sampled targeted countries. Overall, the targets for the distribution of PPEs in the sampled countries were met apart from Uganda, where the distribution of disposable gloves was not met because the initial supplier failed to get the expected specifications due to the high demand during the peak of the pandemic.

Table 12: PPEs and Hygiene Products Supplied Disaggregated by Country

#	COUNTRY / ITEMS	KENYA TARGET	KENYA ACHIEVED	KENYA % ACHIEVED	MALAWI TARGET	MALAWI ACHIEVED	MALAWI % ACHIEVED	RWANDA TARGET	RWANDA ACHIEVED	RWANDA % ACHIEVED	SOMALILAND TARGET	SOMALILAND ACHIEVED	SOMALILAND % ACHIEVED	UGANDA TARGET	UGANDA ACHIEVED	UGANDA % ACHIEVED
1.	Disinfectant spray	3,938	5,738	146%	3,600	3,600	100%	3,600	3,600	100%	900	900	100%	4,500	8,100	180%
2.	Disposable gloves	148,160	148,160	100%	102,600	102,600	100%	86,400	86,400	100%	18,360	18,360	100%	207,360	46,680	23%
3.	Full protective PPE	3,660	9,060	248%	1,800	1,800	100%	1,800	1,800	100%	360	360	100%	7,560	9,900	131%
4.	Hand Sanitizer	15,874	19,474	123%	3,600	3,600	100%	3,600	3,600	100%	900	900	100%	4,500	8,100	180%
5.	Liquid Soap	1,938	3,738	193%	3,600	3,600	100%	3,600	3,600	100%	900	900	100%	4,500	8,100	180%
6.	N95 masks	53,870	65,000	121%	5,700	5,700	100%	4,800	4,800	100%	1,020	1,020	100%	11,520	15,720	136%
7.	Other reusable masks	13,650	13,650	100%	25,200	25,200	100%	20,700	20,700	100%	4,410	4,410	100%	48,960	78,840	161%
8.	Plastic face shields	2,586	3,199	124%	190	190	100%	160	160	100%	34	34	100%	384	570	148%
9.	Safety boots	198	318	161%	380	380	100%	320	320	100%	68	68	100%	763	1,140	149%
10.	Thermal Guns	24	48	200%	42	42	100%	32	32	100%	6	6	100%	70	108	154%
11.	Washing points	46	62	135%	16	16	100%	16	16	100%	4	4	100%	26	41	158%
12.	Hand Sanitizer dispenser	N/I[9]	16	N/A[10]	N/I	20	N/A	N/I	10	N/A	N/I	2	N/A	N/I	19	N/A
13.	Disinfectant spray bottle	N/I	66	N/A	N/I	48	N/A	N/I	36	N/A	N/I	6	N/A	N/I	64	N/A
14.	Re- usable masks -Pieces	N/I	21,000	N/A	N/S[11]	N/A	N/A	N/S	N/A	N/A	N/S	N/A	N/A	N/S	N/A	N/A
15.	3-ply surgical masks -Pieces	N/I	200,000	N/A	N/S	N/A	N/A	N/S	N/A	N/A	N/S	N/A	N/A	N/S	N/A	N/A
16.	Automatic Thermo Scanners	N/I	10	N/A	N/S	N/A	N/A	N/S	N/A	N/A	N/S	N/A	N/A	N/S	N/A	N/A
17.	Pocket Sanitizers (50 ml)	N/I	21,000	N/A	N/S	N/A	N/A	N/S	N/A	N/A	N/S	N/A	N/A	N/S	N/A	N/A
18.	Rubber Gloves -Pairs	N/I	166,000	N/A	N/S	N/A	N/A	N/S	N/A	N/A	N/S	N/A	N/A	N/S	N/A	N/A

Source: STEF programme desk reviews and field interviews **(2022)**.

---

[9] N/I=Not Indicated.

[10] N/A=Not Applicable.

[11] N/S=Not Supplied.

Cluster 1 Assessment of Short-Term Outcomes.

70. **Short-term Outcome 1:** The safety of key actors in trade facilitation is improved. The evaluation team noted that the key actors in trade facilitation were at a high risk of contracting COVID-19 because they were exposed while executing their duties during the peak of the pandemic and therefore, offering them protection was critical to ensure that they were safe. Evaluation findings from the documents reviewed and interviews with the stakeholders at the borders revealed that with TMEA support, the proportion of staff with PPEs while

"The interventions were user-friendly. We received enough PPEs for the period. With the supply we had through TMEA, we did not need any more PPEs from our headquarters. What was being provided to us at the border was enough," **Malawi Bureau of Standards staff. Dedza border**

undertaking their duties was of paramount importance and therefore, PPEs were distributed in the following locations: Kenya in Mombasa Port, Busia, Malaba, Isebania and Namanga borders; Uganda in Busia, Malaba, Elegu, Mutukula and Kampala; Rwanda in Rusumo, Kagitumba, Rubavu and Rusizi II; Malawi in Michinji, Dedza, Mwanza and Songwe borders; and Somaliland in Tog Wajaale. In addition, four (4) quarantine/screening facilities were delivered at four borders in Malawi. Table 13 indicates the overall proportion of staff in the sampled countries that had access to PPEs with programme support while undertaking their duties. For details of the proportion disaggregated by location, please refer to Annex 9.

Table 13: Overall proportion of staff in the sampled countries that had access to PPEs

No.	PPE TYPE	UOM	Kenya Borders		Malawi Borders		Uganda Borders		Somaliland Borders	
			PPE Quantity	Proportion of staff accessed PPEs [Total number of staff=5,843]	PPE Quantity	Proportion of staff accessed PPEs [Total number of staff=906]	PPE Quantity	Proportion of staff accessed PPEs [Total number of staff=1209	PPE Quantity	Proportion of staff accessed PPEs [Total number of staff=165]
1	Reusable Safety Boots	each	318	5%	380	42%	956	79%	68	41%
2	Full protective PPE	each	9,060	100% (At least 1pc per staff)	1,800	100% (At least 2pcs per staff)	8,820	100% (At least 7pcs per staff)	360	100% (At least 2pcs per staff)
3	Filtering Face piece Respirator (N95)	each	65,000	100% (At least 11pcs per staff)	5,700	100% (At least 6pcs per staff)	12,960	100% (At least 10pcs per staff)	1,020	100% (At least 6pcs per staff)
4	Other reusable masks	each	13,650	100% (At least 2pcs per staff)	25,200	100% (At least 27pcs per staff)	66,960	100% (At least 55pcs per staff)	4,410	100% (At least 26pcs per staff)
5	Plastic face shield	each	3,199	55%	190	21%	478	40%	34	21%
6	Disposable Gloves	each	148,610	100% (At least 25pcs per staff)	102,600	100% (At least 13pcs per staff)	46,680	100% (At least 38pcs per staff)	18,360	100% (At least 111pcs per staff)
7	Re- usable masks -Pieces	each	21,000	100% (At least 3pcs per staff)	-	-	-	-	-	-
8	3-ply surgical masks -Pieces	each	200,000	100% (At least 34pcs per staff)	-	-	-	-	-	-
9	Rubber Gloves - Pairs	each	166,000	100% (At least 28pcs per staff)	-	-	-	-	-	-

Source: STEF programme desk reviews and field interview **(2022)**.

71. The evaluation findings indicated that for the reusable safety boots in Kenya 5% of the staff had access, in Malawi 42%, in Uganda 79%, and in Somaliland 41%. This proportion was fair because not all the staff needed to use the safety boots as they were required for use in only specific areas of the border. For Full PPE in Kenya, the proportion of staff that had access was 155% while in Malawi each staff had 199%, in Uganda 730% and Somaliland 218%. About N95 masks, each staff in Kenya had 10, in Malawi 6, in Uganda 10 and in Somaliland 6. As for other reusable masks, each staff in Kenya had 2, in Malawi 27, in Uganda 55 and in Somaliland 27.

> *The programme's assumption that "PPE provided will be used effectively to reduce COVID-19 transmission" was reasonable as demonstrated by the proportions of staff in the selected borders that had access to PPEs as they worked as shown in Table 13.*

72. For the proportion of staff with other PPEs refers to Table 13 above. According to the survey carried out during the evaluation, 99% of the respondents interviewed indicated that the medical services and support received were useful and 88% of the respondents were able to trade through the borders/marketplaces. Overall, 70% of women interviewed said that the supply of PPEs, medical advice and support, responded to their needs during the COVID-19 outbreak. Generally, the access to PPEs at the border points was good and the variance was due to the number of PPEs delivered and staff on duty.

3.2.4 Assessment of Cluster 2. Technology Intervention to Keep Trade Moving

73. **Cluster 2 Assessment of Activities:** The RECDTS enabled drivers to get negative COVID-19 status to be proved quickly and easily online at border crossings, thus reducing congestion at key transit points such as Busia and Malaba between Kenya and Uganda. Evaluation findings revealed that the targeted activities were 20 and 12 (60%) had been completed, while 8 (40%) were incomplete. Further findings indicated that the incomplete activities were related to smart gates infrastructure and installation at Malaba and Busia borders, which was ongoing and completion levels were at 50% and are expected to be completed since funds were already committed. However, there is a need for TMEA and other stakeholders to follow up on these ongoing activities to ensure their successful implementation to realise the expected outputs. The evaluation team further observed that the 60% completed activities contributed drastically to cargo movement and the borders' decongestion, as discussed in the related outputs and outcomes. For details of the targeted activities and implementation progress, refer to Annex 4.

74. **Cluster 2 Assessment of Outputs:** The evaluation findings indicated that there were 14 outputs, of which 10 (71%) had been realised and 4 (29%) were yet to be realised. The unrealised outputs were related to the smart gate infrastructure and installation, which were ongoing. The realised outputs involved the development, piloting and operationalisation of the RECDTS and smart gate change management as others related to the deployment of SCT interfaces. For details, refer to Annex 5. Overall, the outputs realised contributed to decongesting the borders during the pandemic because it led to digital COVID-19 test certificates (online) being issued by the ministries responsible for health and their receipt by the registered cargo truck drivers online.

75. **The development and operationalisation of cross border driver tracking system:** The evaluation findings indicated that during the COVID-19 pandemic, countries closed borders, but truck drivers were allowed to keep crossing the borders for continuity of trade. However, the truck drivers needed to be safe and also had to undergo mandatory COVID-19 testing to present evidence of negative COVID-19 test certificates at the border entry points. The evaluation findings further indicated that there was an issue of lack of trust in the COVID-19 test certificates issued by other countries and this also created a challenge of multiple testing that was found unnecessary. All these challenges led to long queues at borders and delivery of cargo and disruption of supply chains.

76. The findings revealed that in a bid to solve these challenges, with the programme support, the RECDTS was developed and operationalised in collaboration with the EAC Secretariat and the

AyaahConsult

Ministries responsible for health in the EAC Partner States. The evaluation findings further revealed that 137,322 truck drivers had so far been registered on the RECDTS against the target of 100,000, and they had received COVID-19 test results through the RECDTS against a target of 40,000. Generally, the survey findings indicated that 86% of the truck drivers interviewed revealed that the programme interventions (supply of PPEs, medical advice and support, RECDTS application and digital certificates) responded to their needs during the COVID-19 outbreak.

77. The evaluation team also observed that the RECDTS was also supporting other government organisations such as security and immigration, by sharing with them the EAC digital COVID-19 certificates; and further findings indicated that 644 MoH and other Government Officials were using the system against a target of 400. The evaluation findings further revealed that with the programme support, seven (7) ministries of health systems were interfaced with RECDTS against a target of 7, which helped with the system's operationalisation in the respective supported countries. In addition, the RECDTS contributed towards the faster clearance of truck drivers at borders and was essential for epidemiological monitoring, contact tracing, and the maintenance of physical distancing. Findings indicated that the clearance time in Busia reduced from 5 hours in 2020 to 1.1 hours in 2021, which was a 78% reduction.

78. **Change management relating to RECDTS:** The evaluation findings revealed that with support from the programme, training as part of the change management activities for the RECDTS App was supported to equip the users (drivers and government officials) with knowledge of its benefits and how to operate it. The evaluation findings indicated that 50,000 truck drivers were trained against a target of 10,000. This is supported by 73% of the total truck drivers interviewed in Kenya and Uganda, who revealed that they were trained and that the training enabled them to use the RECDTS.

79. The survey findings also revealed that 99% of the truck drivers surveyed were sensitised on the locations of the testing centres and sample collection points, which enabled them to easily access and use these points along the trade routes. In addition, 644 MoH and other Government officials were trained on the use of the cross-border tracking App against a target of 200 and one (1) Standard Operating Procedures (SOPs)/protocol was developed and adopted across the region against a target of 1 and it was used for COVID-19 awareness campaigns and prevention. This training enhanced faster clearance of trucks by the border officials, improved coordination and contributed to reducing congestion at selected borders.

80. **Change management relating to SCT:** Further findings indicated that re-engineering the business process on the RECDTS required change management initiatives for helping in adjusting to the transition to the new business processes and technologies. The evaluation findings indicated that with programme support, change management activities were implemented for effecting change, controlling change and helping to adapt to change on the RECDTS. Under the SCT-Centralized platform Transit Regime change management implementation, three (3) sensitisation activities and training workshops were held against a target of 2. The training enabled the beneficiaries to use the system and also contributed to the awareness of the dangers of COVID-19 and behaviour change of knowing that business transactions could be done electronically without physical human contact. Similarly, smart gates change management activities are planned by having training activities for each border at Malaba and Busia.

81. **Implementation of RECDTS Support Services:** The evaluation findings revealed that the RECDTS was integrated into the EAC Member States' national health system under the Command Monitoring Centres (CMC) system set up in the region. The CMC helped the health ministries in the EAC coordinate COVID-19 surveillance activities and facilitated real-time monitoring of the drivers for contact tracing in case of any positive COVID-19 results. The evaluation findings indicated that three (3) CMCs were set up with the Programme support in Kenya, Uganda and Rwanda, and 4 by EAC in Tanzania, EAC Headquarters, South Sudan and Burundi against a target of 7; and 14 staff (2TAs per CMC) were hired across the region against a target of 12 to assist in the management of CMCs.

82. Further findings indicated that Government Officials operating the CMC were supported with devices across the region where RECDTS was implemented (70 phones, 189 Tablets, 27 laptops, 6 workstations, 6 Monitors, 6 TVs for CMCs, and 3 UPS), all totalling 307 against a target of 400 devices. The target was not met because Partners like EAC and several health ministries intervened and provided additional devices to the end users. The provision of the devices and workstations enhanced the performance of the CMCs, which was good.

83. The evaluation findings further revealed that for the RECDTS to perform its functions, it had to operate with the help of internet services and with the support of the Programme, five (5) internet service providers, namely Safaricom Kenya, MTN Rwanda, Lumitel Burundi, Vodacom Tanzania, and MTN Uganda were contracted to support the operations of the system against a target of 5. These internet services met the requirement to support the drivers' App connectivity during the pandemic.

84. The findings also indicated that the RECDTS needed system hosting support to operate. With the Programme support, the hosting infrastructure for the platform was initially done at Safaricom cloud services. When it was handed over to EAC, the platform was also changed to Liquid Telcom. Furthermore, the Programme had 4 field support teams (in Kenya, Uganda, Rwanda and Burundi against a target of 6 staff whose primary role was to provide onsite technical support in areas of: change management, data processing, delivering external ICT services and supporting with other services related to RECDTS Platform during the COVID-19 pandemic disaster. Tanzania and South Sudan did not need the field support teams; thus, the target was met.

85. **SCT-Centralized platform Transit Regime:** The evaluation team observed that during the COVID-19 crisis, due to the restrictions put in place by the respective governments, individuals, businesses, organisations and Governments increasingly "went digital" and adopted the use of digital platforms, which created for digital transformations and this was enhanced in the EAC Partner states with the Programme support.

86. **Processes re-engineered on the RECDTS and e-Documents/Data:** The evaluation findings from the documents reviewed indicated that with programme support, 3 main processes were re-engineered on the RECDTS to support the information sharing among the stakeholders against a target of 1. The process re-engineered included: (a) the RECDTS Core Platform that was giving travel updates on drivers' before they reached the borders and also helped to provide the digital COVID-19 certificates to drivers; (b) the RECTS Anchor Platform, which was the backbone for the drivers' application operated and mainly supported the real-time tracking of drivers along the transport corridors; and (c) the SCT Paperless Customs Transit that supported faster border clearance by providing the relevant electronic documents needed. In addition, the evaluation evidence indicated

that two (2) e-Documents/Data relating to Customs Declarations and exit notes had been shared through the integrated RECTS Anchor Platform (Transit Regime) systems against a target of two (2).

87. **Satisfaction of the RECDTS platform function:** The evaluation findings further revealed that the processes re-engineered on the RECDTS contributed to faster border clearance and ensured the safety of drivers as they moved along the corridor by tracking them in real-time in the EAC Partner states. The evaluation findings indicated that of the respondents interviewed, 78% were satisfied with the process of documentary clearance for transit goods under SCT.

88. **SCT-Centralized Platform Transit Regime Support Services:** The evaluation team noted that the RECDTS had support services implemented to enable the system to function appropriately in the respective EAC partner states. The evaluation findings indicated that with the programme support, the target of two (2) support services was met and the supported services included: (a) support and maintenance of the SCT Centralized platform and (b) provision of hosting services of the SCT Centralized platform that enhanced the digitalisation of the customs and transport documents to support paperless transactions.

> *The programme's assumption that "identification & verification technologies for safe trade will be implemented at selected borders" was not validated because the activities contributing to the full realisation of the results were still ongoing and expected to be fully implemented by early 2023.*

89. **Driver Tracking Standard Operating Procedures and Protocols Developed:** The findings indicated that following the outbreak of the COVID-19 crisis, measures to combat the spread of the pandemic were put in place by the respective governments and regional economic blocks guided by World Health Organization (WHO). Being a new pandemic to the world, it was not easy to understand the dynamics around the disease and a harmonised and coordinated approach towards understanding the pandemic and how to prevent it to ensure continuity in safe trade was critical. Further findings indicated that with the programme support, various stakeholders at the national, regional and global levels were engaged with the objective of harmonising protocols and directives and SOPs related to cross-border activities to facilitate trade and the EAC secretariat coordinated this. The findings further revealed that one (1) regional SOPs on cross-border and transit clearance of truck drivers was developed and adopted against a target of one (1). The evaluation team observed that the harmonised SOPs facilitated trade in a safe and coordinated way and avoided confusion on the different governments' directives.

90. **Cluster 2 Assessment of Short-term Outcomes: Improved visibility and traceability of cargo, trucks and truck drivers and Crew in Transit of Cargo across Borders.** The findings indicated that using digital technologies such as the RECDTS played an important role in supporting cross border-trade and contributed to reducing the rate of COVID-19 transmission in the EAC. Evaluation evidence indicated 137,313 truck drivers were registered and received their certificates through the RECDTS system against a target of 100,000. The findings further indicated that the RECDTS significantly contributed to an enhanced response to COVID-19 challenges, such as border congestion.

91. The evaluation team noted that RECDTS and the tracking app contributed to improved visibility and traceability of cargo, trucks and truck drivers and crew in transit of cargo across borders, as this was evidenced in the faster clearance of truck drivers at the border by reducing the time needed to process documents, carry out COVID-19 test verification and status and verifying the compliance levels of drivers before they arrived at the borders. All these contributed to the safety of drivers but

also facilitated safe trade reducing the complexities and costs associated with cumbersome border procedures and controls while maintaining COVID-19 compliance controls and restrictions.

> *The programme's assumption that "real-time tracking capabilities will be supported with the right infrastructure, i.e. reliable internet and truck drivers will enable the app to read their locations for trucking purposes" was valid, as revealed by the findings on the numbers of the truck drivers that were being tracked in real-time.*

92. **Improved Cross Border Security and Regional coordinated enforcement of COVID-19 Cross Border Clearance and Transit Procedures and Processes:** The findings indicated that the embracing of the RECDTS by the stakeholders significantly contributed to improved security by Sixteen (16) Cross Border agencies utilising data from the RECDTS against a target of 10. These border agencies included: 3 revenue authorities in Kenya, Rwanda and Uganda, 7 Ministries of health, Police in Kenya and Uganda, Immigration in Kenya, Rwanda and Uganda and Kenya Pipeline Company (KPC). Further findings revealed that with the programme support, the Command Monitoring Centres (CMCs) were set up in Kenya, Rwanda, Uganda, Tanzania and at the EAC Headquarters, which played a key role in coordinating COVID-19 surveillance activities. This sharing of information between the cross-border agencies promoted border security and reduced the transaction time spent at the borders, facilitating trade and contributing to improved cross-border security and regional coordinated enforcement of COVID-19 cross-border clearance and transit procedures and processes. However, there was a concern about personal data confidentiality by the drivers, including the status of the test results that were being shared among the border agencies.

> *The programme's assumption that "Joint Border Committees will be strengthened/established and that there will be strong political buy-in and incentive for transporters" was valid, as revealed by findings on the number of other border agencies that embraced and were utilising data from the RECDTS.*

93. **Enhanced awareness of cross-border agency staff and the private sector on the existing COVID-19 measures and the use of the app to facilitate trade.** The evaluation findings revealed that awareness activities supported by the programme enabled cross-border agency staff and the private sector to keep safe during the pandemic. In addition, the awareness enabled the drivers to locate the testing/sample collection points and designated stop points/areas along key trade routes. This is supported by the results of the survey conducted by the evaluation team that indicated that 97% of the drivers interviewed were aware of the testing centres/sample collection points, 90% were aware of the designated stop points/areas along key trade routes, 73% revealed that they were trained and 78% indicated that the training enabled them to use the RECDTS.

94. In addition, 95% of the interviewed government officials indicated that they were aware of the national level COVID-19 Standard Operating Procedures (SOPs) on cross-border and transit clearance of truck drivers developed and adopted during the peak of the COVID-19 Pandemic, while 52% were aware of the new emergency cargo handling guidelines at the One Stop Border Post (OBSP). It was observed that some of the government officials who were at the border points and trained on the RECDTS and COVID-19 measures during the peak of the pandemic had been transferred to other places and this explains the relatively low awareness levels on the new emergency cargo handling guidelines at the One Stop Border Post (OSBP).

95. **Short-term Outcome: Enhanced compliance with COVID-19 measures & protocols by transporters/truck drivers and MOH officials for movement of cargo across borders:** The evaluation findings indicated that the programme supported the development of protocols and guidelines in the areas of trade and trade public health related issues to support the implementation of the COVID-19 measures. The main objective of these protocols and guidelines was to facilitate trade safely and to provide guidance to prevent and control COVID-19 transmission and spread while ensuring smooth and seamless operations at targeted borders. Due to programme support towards compliance with COVID-19 measures such as mandatory testing, the findings in the RECDTS database indicated that 137,322 EAC COVID-19 electronic Health Certificates were issued to truck drivers/crew transiting across targeted borders against a target of 40,000, which was 223%, indicating enhanced compliance with COVID-19 Measures and Protocols by transporters/truck drivers for movement of cargo across borders.

> *The programme's assumption that "partner states and private sector will have the capacity and readiness to respond to COVID-19; and that Government agencies and transporters will continuously share information on the health status of truck drivers and crew" was valid as evidenced by the COVID-19 health certificates issued to truck drivers/crew transiting across targeted borders online and shared with the relevant agencies.*

3.2.5 Assessment of Cluster 3: Trade Policy Interventions

96. **Cluster 3 Assessment of Activities:** The evaluation team noted that Cluster 3 interventions aimed at ensuring that there was a coordinated and collaborated approach in the implementation of COVID-19 measures at ports and borders to facilitate the movement of goods of supply chains along the borders in Kenya, Malawi, Somaliland and Uganda. It predominantly involved the development and implementation of COVID-19 related trade facilitation protocols, training of key agency staff on the protocols and research into the effects of COVID-19 on regional trade. Evaluation findings revealed that to meet the cluster 3 objectives, 16 activities were targeted and all were completed at the time of the evaluation and led to the realization of the expected outputs. Refer to Annex 4 for details of the implemented activities under Cluster 3.

97. **Cluster 3 Assessment of Outputs:** The findings indicated that cluster 3 had 5 targeted outputs which were all realized and included:

98. **EAC and private sector emergency coordination response developed:** The evaluation findings revealed that with the programme support, two (2) joint safe trade emergency coordination mechanisms were established, namely: EAC COVID Coordination Committee and EAC Regional COVID Ad-Hoc Coordination Committee against a target of 1. The findings further indicated that the joint coordination were in the following areas: (a) the

"STEF intervention was timely and provided solutions at a time when they were most required. It was a big plus to TMEA. I like the way we worked with TMEA. There was interaction with them and we provided input in determining the activities that we implemented. The provision of funds was done at one go which eased implementation instead of situations where funds are provided in phases. The intervention was critical to ensure that there is smooth trade for businesses to continue,"

Malawi Confederation of the Chambers of Commerce and Industries (MCCCI) Staff

Regional Electronic Cargo and Drivers Tracking System (RECDTS) (b) trade policy and removal of trade restrictions (c) the development of EAC step-by-step border clearance process flow and administrative guidelines, (d) public dialogues and policy advocacy on airfreight regulations and e-commerce, (e) safe trade zones, informal women cross border traders, communication at borders and ports, and (f) post COVID-19 economic recovery plan for the region. Furthermore, all these programmes supported joint coordination mechanisms established and contributed to a regional harmonized, coordinated and collaborated approach in the implementation of the COVID-19 measures to facilitate trade.

99. **Interventions and strategies on resolving COVID-19 related obstacles identified National Monitoring Committee (NMCs), National Trade Facilitation Committee (NTFC):** The evaluation findings indicated that the respective governments introduced COVID-19 measures and restrictions, which ended up being obstacles to trade and they were identified to be 31 in total. Some of the COVID-19 related obstacles and measures introduced included: stringent measures of testing truck drivers, limited capacity for screening and testing along corridors and border crossings, non-movement of trucks in the country during curfew hours, 14-day quarantine of drivers, and reduced office working hours. The evaluation findings indicated that these COVID-19 related obstacles and measures were regulatory and enforceable by law but ended up being non-tariff measures in nature that had a negative economic impact on cross border trade, although they played an important role in protecting human lives and reducing transmission.

100. The findings indicated that these COVID-19 related measures or obstacles were discussed by the respective National Monitoring Committees and National Trade Facilitation Committees representatives on a weekly basis with the aim of providing solutions for supporting and promoting trade facilitation. The findings further showed that Committees played a critical role in supporting countries to implement impactful trade reforms amidst the COVID-19 pandemic. The committees were offering a platform to bring together public and private sectors to address the COVID-19 related trade challenges. The evaluation team observed that in the EAC there was a legal obligation and mandate to eliminate non-tariff barriers among the EAC Partner States under Article 13 of the East African Community Customs Union.

101. **Research on trade impacts of COVID-19 completed and research and policy brief report produced and disseminated:** It was noted that trade was one of the most important drivers of economic growth that was being threatened by the COVID-19 pandemic. The COVID-19 pandemic presented several challenges that affected and disrupted trade in many different ways that created uncertainty about the economic impact of the COVID-19 pandemic. In addition, trade related fact-based information on how to deal with or curb these challenges was not readily available for use and therefore carrying out research, surveys and development of position papers on the impact of the COVID-19 pandemic on trade was critical in informing the TMEA programme intervention and policy recommendation for other beneficiaries like the regional economic blocks and the supported Governments.

102. **Research on the impact of COVID-19:** The evaluation findings indicated that with programme support, two (2) evidence-based short-term research on the impact of COVID-19 against a target of three (3) were developed. In the EAC, TMEA partnered with United Nations Economic Commission for Africa (ECA) and African Economic Research Consortium (AERC) to research on the impact of COVID-19. The research findings suggested that tourism, logistics, and retail suffered the most

significant reduction in cash flows. Evaluation finding further indicated that in Malawi, the Institute for Policy Research and Social Empowerment (IPRSE) conducted a study on research on women cross-border traders affected by COVID-19 and designed support mechanisms for recovery. Furthermore, the research provided indicators and information that articulated analysis of the issues to support policy and programme recommendations.

103. **Policy Briefs:** The findings indicated that the programme supported the development of 3 policy briefs that provided fact-based informative analyses and recommendations on the impact of COVID-19 and proposals to address COVID-19 related challenges. The policy briefs were valuable because they provided evidence-based policy advice to help the programme implementers and partners make informed decisions on clear trade policy initiatives.

> *The programme's assumption that "research will inform policy-making, partners willing to adopt and implement proposed responses and that there will be strong political buy-in and incentives for transporters" was valid, as evidenced by the number of short-term research on the impact of COVID-19 and policy briefs developed that were informing policy direction.*

104. **Border officials and other border users sensitised on COVID-19 protocols and guidelines:** The evaluation team noted that the COVID-19 pandemic created the need to protect the health of the population while avoiding disruptions to the movement of goods and services across borders. It was further noted that sensitisation of the border users to equip them with preventive knowledge was one of the ways to protect citizens from the COVID-19 pandemic and facilitate safe trade across the borders. With support from the programme, TMEA partnered with African Medical and Research Foundation (AMREF) in the EAC Partners States and with the technical assistant in Malawi to carry out sensitisation activities on COVID-19 Protocols and Guidelines that had been developed.

105. The findings indicated that 1,630 for EAC and 450 for Malawi border officials and other border users were reached out to and sensitised on COVID-19 Protocols and Guidelines against a target of 250. Sensitising border officials enhanced their capacity and contributed to behavioural change relating to public health in the context of COVID-19, enhancing national awareness on measures instituted against the COVID -19 pandemic aimed at ensuring the safe movement of goods, services and people in the region.

> *The programme's assumption "that full commitment from Border officials and other border users to participate in sensitisation sessions and implement the protocols and guidelines" was valid due to the findings on the number of border users reached out and sensitised on COVID-19 Protocols and Guidelines.*

3.2.6 Assessment of Cluster 4: Supply chain support for resilience, relief and recovery in essential goods and exports

106. Cluster 4 aimed at addressing disruptions caused by the pandemic in essential supply chains and sustaining exports in targeted sectors in Kenya, Uganda, Burundi, Tanzania, Rwanda, Ethiopia and Malawi by reducing transmission along essential supply chains of food and medicine, minimising disruptions along key supply chains and export value chains to ensure resilience in strategic exports, enhancing food security and ensuring distribution of medicine. The findings indicated that this cluster planned to implement 45 activities in 7 countries. However, the scope of this evaluation covered only 4 countries, namely, Kenya, Malawi, Rwanda and Uganda, and findings indicated that the activities contributing to the following were completed and led to the realisation

of the outputs: development and roll-out of Protocols/ Procedures or guidelines; training of logistics (supply chain actors) providers on protocols /COVID-19 compliance requirements; completion of market assessments and sector performance reports; onboarding and linking of traders/SMEs to markets (for inputs, outputs, and logistic coordination)(for details refer Annex 4).

Assessment of Cluster 4 Outputs:

107. The findings indicated that cluster 4 had 1 targeted output, which was realised and the findings on this output included:

108. **Measures to reduce risk of transmission along targeted food supply chains established:** The evaluation team noted that during the COVID-19 pandemic, there was a need to continue supplying safe and quality food products to ensure the continuity of the food supply chain. To ensure the quality and safety of these products supplied in the value chain, they had to conform to SPS measures and standards requirements. With the programme support, 3 studies[12] were carried out to generate recommendations that informed the development of Protocols/Procedures or guidelines that were used to ensure the continuity of safe trade along the value chains. The studies included detailed assessment of the fresh produce logistics chain, challenges in the horticulture sector and recommendations to improve the efficiency of the movement of fresh produce.

109. Further findings indicated that the programme supported the development and roll-out of a communications strategy for the horticulture sector to improve communication and engagement between various stakeholders, including policymakers and the general public; these included training and promotional videos, YouTube videos, Information Education and Communication (IEC) materials, e-newsletters. Furthermore, the programme supported the development and implementation of good practice manual on SPS control and management alongside food supply chains that improved the quality and ensured continued export of fresh produce by addressing food safety and plant health concerns. These included a food safety manual, food safety training guidelines, quality system manual and good practices manual. Overall, 20 guidelines were developed to support trading along the selected value chains and were used to train supply chain actors on the compliance requirements.

> *The programme's assumption that "Protocols /guidelines completed on time" was valid as demonstrated by the findings on the development of Protocols/Procedures or guidelines that were used to ensure continuity of safe trade along the value chains.*

Assessment of Cluster 4 Short-Term Outcomes

110. **Number of SMEs or suppliers onboarded onto digital platforms or linked to markets:** The evaluation team observed that due to the pandemic restrictions, there was an increase in the use of online means of trading along the value chains. This made trading on digital platforms essential and also created the need for the business community to have the capacity to trade digitally. Due to the importance of digital technologies in supporting trade facilitation and the need to build the capabilities of the key value chain actors, the programme supported e-commerce service providers in Kenya, Rwanda and Uganda to train the traders on how to use digital platforms and also linked

---

[12] The 3 studies were: 1) Development of Relevant SPS Protocols and Procedures; 2) Relevant Hygiene and Food Safety Procedures; 3) Supporting Private Sector Compliance to Standards, Health and Safety Procedures.

them to markets to enable them to continue trading electronically despite the COVID-19 pandemic challenges.

111. The evaluation findings indicated that with the programme support, partnerships were established with key e-commerce players (in Kenya, Jumia, DHL Express, Ajua, Google through Africa 118, Paytree Group, Anzili, Pesapal, Adshop; in Uganda Tru Trade Africa), where businesses /traders were onboarded on to digital platforms (Kenya 1,605 onboarded onto various digital platforms, in Uganda: 13,891 individuals were market linked by TruTrade Africa) and in Rwanda the ESOKO Multi-vendor market platform was still being developed. In Malawi, the programme supported the Blue Lane intervention that enhanced the ASYCUDA system in Malawi Revenue Authority (MRA) under UNCTAD to clear critical goods based on their respective HS Codes that were needed to provide COVID-19 relief. The findings indicated that due to the blue lane intervention, a total of 188 items and 17 health institutions benefited, resulting in a reduction in clearance time from 3 days to 3 hours, which was good.

112. However, the evaluation team observed that there were no quantifiable targets for the performance indicators, which made monitoring and evaluating the cluster performance challenging. The STEF programme also supported the adoption of uniform tariff and tax measures that the World Customs Organisations proposed and World Health Organisations (WCO/WHO) HS classification reference for COVID-19 medical supplies for the treatment of ''COVID-19 essential goods in the supported countries which facilitated the movement and access to medical supply.

3.2.7 Assessment of Cluster 5: Standards and SPS Interventions

113. The findings indicated that cluster 5 interventions focused on the adoption and application of standards, technical regulations, and sanitary and phytosanitary (SPS) measures to facilitate safe trade during the COVID-19 emergency to ensure that critical products such as food, medicine and hygiene products continued to flow during the pandemic in Kenya, Malawi, Rwanda and Uganda. Further findings indicated that 3 activities were planned, and all were completed during the evaluation. The activities are majorly related to equipment calibrations, development and dissemination of standards, guidelines and protocols, adoption and harmonisation of health and safety standards and the outputs were realised. For details, refer to Annex 4.

Assessment of Cluster 5 Outputs:

114. The findings indicated that cluster 5 had 2 targeted outputs, which were all realised by the time of the evaluation that included:

115. **COVID-19 Laboratory and inspection/ certification bodies designated and adoption of e-certification and information sharing:** The evaluation team observed that due to the COVID-19 measure on the mandatory test, there was a need to carry out testing of COVID-19 using equipment that was calibrated. However, most of the equipment that needed to be used while testing and to also support life was not calibrated. This meant that dealing with equipment that was not calibrated would easily produce wrong or false results and would lead to putting some cross-border traders in quarantines hence disrupting the trading activities. Some of the testing and life-saving equipment that needed to be calibrated included: thermal guns, infrared thermometers, PCR testing kits, oxygen cylinders and ventilators, among others.

116. To address these challenges, the programme supported the calibration of testing equipment by national standards bureaus in Rwanda, Kenya and Uganda by procuring and supplying them with

equipment to ensure that correct and accurate test results were provided as per international set measurement requirements. The findings further revealed that the programme supported 32 metrology and testing laboratories in Kenya, one (1) in Uganda and three (3) in Rwanda; however, there were no set targets. The evaluation team also noted that the programme's support helped expand the scope of calibration equipment in the supported laboratories to include medical-related equipment. The findings from the NSBs staff interviewed indicated that calibration equipment procured by the programme addressed their needs and contributed to reducing the calibration turnaround time from 4 days to 2 days.

117. **Development, harmonisation and application of health and safety, risk control, testing, inspection and approval procedures, protocols/guidelines:** The evaluation team noted that the COVID-19 crisis caused a dramatic supply and demand shock in the world economy, which disrupted trade, most especially for the critical goods like food, medicines and hygiene products. The evaluation team further noted that the COVID-19 crisis caused scarcity of these goods and yet the supply and trading in these quality and safe critical goods played an important role in ensuring the safety, availability and affordability, particularly among its most vulnerable people such as the cross-border traders. The evaluation findings indicated that to meet the increasing demand for certain goods because of the COVID-19 crisis, industries and manufacturers in the region refocused their production lines to manufacture some of these critical items, such as masks and sanitisers that were needed to support local manufacturers because the imported products would take long to arrive to address the challenges of the pandemic.

118. However, in the EAC, manufacturers must comply with the national or regional products standards before the products are supplied to the market. The evaluation findings indicated that this also created a challenge because there were few applicable and relevant harmonised East African Standards to support the production of these much-needed products. The findings revealed that with the programme support, these challenges were addressed by engaging the EAC secretariat and the respective NSBs to develop and harmonise guidelines for the manufacture, handling, use and disposal of PPE and hygiene products in the EAC. The programme support in Malawi worked with their technical assistant to help their private sector comply with SPS measures for priority value chains to meet SPS measures related to food safety, animal and plant health. Furthermore, with the programme support, SPS measures, protocols and procedures were developed to support the identified value chains[13] in Malawi during the pandemic.

119. The evaluation team also noted that the SPS developed would continue supporting the value chain to keep trading in safe and quality products. The evaluation findings further revealed that with the programme support, 5 standards and guidelines[14] (on barrier masks, medical masks, hand sanitisers, coveralls and face shields) were developed and submitted to the EAC and the respective EAC partner states to support the production of these goods and also guide them on how to

---

[13] Value chains of: Groundnuts, soya bean, wheat, fruits and vegetables, dressed chickens, hatching eggs, day-old chicks, milk products, hides and skins, honey and fish.

[14] 1. EAC Simplified guidelines on the manufacture, handling, use and disposal of coveralls.
2. EAC Simplified guidelines on the manufacture, handling, use and disposal of face shields.
3. EAC Simplified guidelines on the manufacture, handling, use and disposal of alcohol-based hand sanitisers.
4. EAC Simplified guidelines on the manufacture, handling, use and disposal of medical masks.
5. EAC Simplified guidelines on the manufacture, handling, use and disposal of non-medical/barrier masks.

dispose them off in a safe way so as not to damage the environment, which was commendable however there were no set targets.

> *The programme's assumption that "increased awareness on health and safety requirements by key stakeholders and increased awareness of critical SPS requirements" was valid as evidenced by the EAC simplified guidelines that were used during manufacturing.*

120. **Assessment of Cluster 5 Short-Term Outcomes**

121. **Enhanced quality infrastructure and SPS for the provision of essential services and priority controls (food, animal health and plants).** The evaluation team noted that the programme supported SPS and quality infrastructure related initiatives to support the business community to enhance the quality, safety and environmental soundness of goods, services and processes that were being traded during the COVID-19 pandemic. The programme also supported the development of quality and safety guidelines, standards and protocols to help the production and certification of critical products during the pandemic such as barrier masks, medical masks, hand sanitizers, coveralls and face shields. With the programme support, 195 products (15 Face Masks, 133 Sanitizers, 16 disinfectants and 31 hand wash) were certified in Uganda.

> *The programme's assumption that "increased awareness on health and safety requirements by key stakeholders and increased awareness of critical SPS requirements" was valid as evidenced by the findings on the number of critical products produced and certified during the pandemic such as masks, hygiene products and hand sanitizers.*

3.2.8 Assessment of Cluster 6: Advocacy Interventions

122. The cluster 6 activities aimed at strengthening the private sector's capacity to build consensus, provide practical proposals to the public sector to address emerging challenges and ensure trade continuity by focusing on strengthening formal and informal trade data tracking and analysis (focusing on time and cost), technical assistance to undertake rapid impact assessments and support private sector consultation (using online platforms with the overall of restoring the time and cost of transport to pre-COVID-19 conditions in Kenya, Rwanda, Malawi and Uganda. Evaluation findings indicated that 6 activities were targeted and all were completed with the programme support and realized the expected output. For detail refer to Annex 4.

Assessment of Cluster 6 Output

123. The findings indicated that only 1 output was targeted, which was realized.

124. **Issues requiring dialogue identified and synthetized–Public Private Dialogue (PPD) Emerging and from rapid assessments findings:** The evaluation team noted that private businesses and enterprises were key drivers for trade, sustainable and inclusive growth however, the privately owned businesses were affected by the COVID-19 crisis that resulted in broken supply chains and logistics. The team further noted that the COVID-19 crisis had emerging issues such as lockdowns, restricted moments, limited cargo space to export goods, lack of PPEs, reduced working hours of banks and all these were negatively impacting the businesses on a daily basis and even caused some business to start struggling to continue their operations. Furthermore, due to the effects of COVID-19 on business, some companies had to lay off some of their staff to reduce their operational costs and this in turn affected people's livelihoods.

125. The evaluation findings indicated that to address some of these challenges, the programme supported the respective country private sector organizations in the selected countries and the regional private sector organization (EABC) by carrying out consultation along thematic areas on the impact of COVID-19 on business in the EAC as a whole. Consultation with the private sector umbrella organisation was very critical because they are the voice of the private sector and used an advocacy approach with fact-based information from the supported consultations done on the thematic areas to push the agenda of the private sector. The evaluation findings indicated that the programme worked with the Rwanda Private Sector Federation (RPSF), Kenya Private Sector Alliance (KEPSA), Malawi Confederation of the Chambers of Commerce and Industries (MCCCI), Private Sector Foundation Uganda (PSFU) and the East African Business Council (EABC) to identify real-time Issues affecting the private sector that required having Public Private Dialogue and meetings were held on a weekly basis.

126. The evaluation findings indicated that since the Private sector at the country and regional level were tasked to drive the trade and investment agenda, there was a need for them to move beyond advocacy and liaise with the Government by establishing partnerships to fast-track the provision of solutions to some of the public health related trade issues that were being faced across the EAC Partner States and in Malawi. The findings indicated that with the programme support, there were weekly meetings and 53 recommendations were published and presented to the public sector for action, to influence policy direction to support business recovery and ensure business continuity across borders.

> *The programme's assumption that "advocacy work stream addresses emerging issues hindering on time agreement/consensus by private sector players on the issues to be resolved and partners willing to adopt and implement proposed recommendations" was valid as evidenced by the findings on the recommendations that were published and presented to the public sector and acted upon.*

Assessment of Cluster 6 Short-Term Outcome

127. **Improved regional capacity to coordinate and collaborate in the implementation of safe trade measures along trade corridors:** The findings indicated that there were five (5) functional PPD platforms (1 at the EAC Regional level and 4 at national levels (Kenya 1, Rwanda 1, Malawi 1 and Uganda 1) and their function were to respond to the COVID-19 emerging issues. In addition, the market intelligence information collected was appropriate and also helped in guiding the PPD platforms in influencing policy directions to support trade. Furthermore, the good collaboration and coordination between the

> **"***Multi-sectoral approach and involvement of key stakeholders ((ministries responsible for trade, health, EAC affairs, gender), targeted districts, associations, cross border trade, truck drivers) during implementation rendered overwhelming support, responded with urgency and emergency, this helped save many lives,"*
>
> **AMREF Uganda Staff.**

private sector, public sector and TMEA also helped in supporting the resolution of the COVID-19 related issues that were emerging and had risk to the business.

AyaahConsult

> *The programme's assumption that "Joint border committees will be strengthened/established, there will be strong political buy-in and incentives for transporters" and willingness of partners to engage and minimal political interference were" valid due to the findings that there were regional and national functional PPDs in place.*

3.2.9 Assessment of Cluster 7: Gender Inclusion, Women in Trade and Safe Trade Zones

128. **Cluster 7** aimed at addressing the challenges created by COVID-19 faced by small cross-border traders, particularly women and focused on introducing the public health measures required to restore confidence and facilitate trade across borders by the development of protocols and 'Safe Trade Zones' for small-scale traders at key border crossings across Eastern Africa. The findings indicated that 7 activities were planned for implementation and 6 were completed at the time of the evaluation in the sampled countries of Kenya, Malawi, Somaliland, and Uganda. The only uncompleted activities were the establishment of safe trade zone markets infrastructure. The completed activities led to the realization of the expected outputs. For details refer to Annex 4.

Assessment of Cluster 7 Outputs:

129. The findings indicated that 2 outputs were targeted and one has been realized while the other was in the process of being realized.

130. **Introduction of border crossing protocols**: The findings indicated that during the pandemic, the women cross border traders were a vulnerable group and needed support because they had limited capacity to cope with the pandemic restrictions which included border crossing. Further findings indicated that in order to address these challenges, AMREF with the programme support, developed 1 cross border protocol (against a target of 1), in collaboration with the EAC Secretariat and the respective Governments of: Kenya, Somaliland, Uganda and border beneficiaries. The evaluation team also noted that the cross-border protocol in Malawi was developed by a Technical Assistant (TA) and was used to implement a fact-based communication campaign about the pandemic to encourage behavioural change and consideration of the various health protocols in the targeted markets.

131. **Number of Safe Trade Zones:** The evaluation team noted that Safe Trade Zones (STZs) were border post markets/spaces where cross border traders mostly women were supported by TMEA to conduct trading activities in a safe manner by following the protocols. The evaluation findings indicated that before the STEF intervention, the original border supported markets were not adhering to COVID-19 standard operating procedures (SOPs) such as washing hands, wearing mask and social distancing. In addition, the initial construction designs of these markets could not support COVID-19 hygiene requirements such as: good air intakes, hand washing stations and market layouts to provide adequate social distancing space.

132. The evaluation findings further indicated that because of these challenges on the border markets and tight COVID-19 pandemic restrictions imposed by the respective Governments, the cross-border trade especially for women traders was disrupted and this also affected their livelihoods. The evaluation findings revealed that the programme came up with the concept of the Safe Trade Zones at the borders to support and respond to needs the traders in these markets especially women were facing because these markets had no clear procedures to ensure safety for traders, buyers and users of the market. Further findings indicated that the programme support

AyaahConsult

targeted the construction of 9 safe trade zones (border market of Busia, Namanga, Isebania, Malaba, Nimule, Elegu, Mchinji, Mutukula and Tog Waajale) in collaboration with the respective Governments. Findings indicated that Tog Wajaale market (in Somaliland) and Mchinji market (in Malawi) were completed while Busia at Soko Posta (Kenya) was in progress at the time of evaluation.

133. **Enforcement of public health measures in most public places:** The evaluation team found that the safe zone protocol developed by AMREF with programme support facilitated safe opening of border markets[15] during the COVID-19 pandemic and advocacy interventions were carried out to facilitate and promote the safe zone protocol at national and regional levels through sensitization sessions on protocol and adoption of the protocol. The evaluation findings further indicated that the STEF programme supported dialogue meetings with TMEA, local government leadership, the Ministry of Health and the Ministries of Trade, and Industry to plan activities and review activity progress and also advocate for the safe zone protocol.

134. The evaluation findings further indicated that some of the evidence of advocacy of the safe zone protocol included: training reports of public health officials and border users, Information Education and Communication (IEC) materials, posters, and customized video guides translated copies for easy understanding. Furthermore, AMREF worked with the contact persons in each of the border points in the supported countries to agree on the scope of the training to ensure relevance for the border COVID-19 response team as this promoted ownership of the programme and the information disseminated. Furthermore, advocacy on the safe zone protocols was done through mass media such as radio talk shows to promote safe market behaviours.

Assessment of Cluster 7 Short-Term Outcome

135. **Reduced disruption in getting products to market, both locally and for export:** The findings indicated that the STEF programme supported traders at the targeted borders and markets and they included 500 traders at Namanga, 500 traders at Isebania, 2,000 traders at Busia, 1,500 traders at Malaba and 450 traders at Mchinji. The evaluation findings further indicated that these traders mostly cross-border women traders were supported to keep trading safely in safe trade zone markets/space and in Malawi, they were also equipped with information on trading rules and customs procedures (Simplified Trade Regime (STR)) to support their trade during the pandemic.

136. The findings further indicated that the programme supported 6 market surveys that were conducted, one each in Kenya, Rwanda, Malawi, Somaliland and Uganda and at the EAC. The market surveys were important in generating evidence-based facts and helped the programme to be able to build and support supply capacity, which was also contributing to increased revenues for traders.

> *The programme's assumption that "continued advocacy to push for urgent redress of emerging challenges and to ensure trade continuity and recovery at national and regional level" was valid as demonstrated by the findings on the numbers of the traders that were using the online digital platforms for trading.*

Assessment towards STEF Programme Intermediate Outcomes

---

[15] Busia, Namanga, Isibania, Malaba, Elegu, Mutukula, Tog Wagaale and Mchinji

AyaahConsult

137. The findings indicated that the pandemic presented challenges that affected both the public and private sector. However, TMEA through the STEF programme put in place innovative initiatives under the seven (7) interconnected programme clusters that contributed to the realization of the intermediate outcomes. The programme objective of ensuring that trade kept moving safely was huge and yet had to be performed in a short period of time. However, results showed that the programme made great contribution to the realization of the programme intermediate outcomes. The evaluation findings indicated that the programme had two (2) intermediate outcomes namely; (1) making ports, borders and critical supply chains safe for trade, which was measured by the number of key trade actors who benefited from the intervention through provision of PPEs; (2) access to critically required goods such as food, medicines and hygiene products, which was measured as the volume and values in total trade of the selected goods.

138. **Number of key trade actors who benefited from TMEA provided PPEs disaggregated by countries:** The evaluation findings indicated that the programme under cluster 1

"Due to the STEF interventions, we did not get serious challenges of people falling sick, we had 33 staff and only 3 fell sick with COVID-19,"

URA Customs Staff at Busia Border, Uganda

set out to provide PPEs to make the borders safe for key trade actors, frontline staff, port and border officials to facilitate trade of the critical supply chains during the pandemic. To achieve this objective, PPEs were procured and supplied to selected countries in the region and the findings from the sampled countries where data was collected indicated that the key trade actors received the PPEs as shown in Table 14.

Table 14: Number of key trade actors provided with PPEs disaggregated by countries.

#	Country	Key Trade Actors/ Officials	Number of trade actors staff benefited
1	Kenya	Ports Authority, Customs, Immigration, KEBS, Port Health, Agricultural Inspectors and Security	5,843
2	Malawi	Customs, Immigration, MBS, Port Health, Agricultural Inspectors and Security	906
3	Uganda	Customs, Immigration, UNBS, Port Health, Agricultural Inspectors, Ministry of Works and Security	1,209
4	Somaliland	customs, Immigration, Port Health, Agricultural Inspectors and Security	165
Total number of staff benefited			**8,123**

Source: Desk review and field interviews (2022)

139. Evidence from the documents reviewed and interviews with the key stakeholders revealed that 8,123 key trade actors received the PPEs at the following borders; Kenya (Mombasa, Malaba, Busia, Namanga and Isebania; Malawi (Mwanza, Dedza, Songwe and Mchinji), Uganda (Malaba, Busia, Mutukula, Elegu and Kampala) and Somaliland (Tog

" STEF was a big success. This is because the border point records many people moving in and out daily and the presence of particularly washing points was very key in maintaining hygiene and hence reduced transmission of the pandemic."

Security and Safety Officer KRA, Busia Border,

Wajaale). In Kenya 5,843 key trade actors benefited against the target of 3,343, which was 75% above the target. Other countries did not have targets and therefore their performance related to this indicator could not be easily assessed. For more details refer to Annex 9.

140. **Volume/Value in total trade of goods in selected value chains[16]:** One of the programme objectives was to ensure access to critically required goods such as food, medicines and hygiene products, which was measured as the volume or values in total trade of the selected critical goods. The evaluation findings indicated that the value chain products that were found essential were: food (fish, dairy, horticulture, cereals and pulses), medicines and hygiene products.

141. **Exports of selected value chains**: The findings indicated that in 2019, the total annual value of exports of the targeted value chains in the selected countries was US$2,022.765 million and during the pandemic in 2020, it was reduced to US$1,973.233 million, which was a 2.4% reduction. However, with the STEF intervention, it increased to US$2,199.182 million in 2021 compared to 2020, which was an 11.5% increase. Similarly, the annual export quantities in 2019 and 2020 were reduced by 3.7% and increased in 2021 by 1.3% compared to 2020. This indicated that whereas the exports were reduced due to the pandemic, they were bouncing back to pre-COVID-19 levels as a result of the contributions by the STEF Programme interventions. Table 15 provides the details per selected country for the export values and the quantities for pre-COVID-19 (2019), during the peak of COVID-19 (2020) and after the programme intervention (2021), and for details refer to Annex 10.

Table 15: Exports Values and Quantities of Selected Value Chains[15]

Country	Years					
	2019		2020		2021	
	Quantity (Tons)	Value (USD 000')	Quantity (Tons)	Value (USD 000')	Quantity (Tons)	Value (USD 000')
Kenya	3,240,581	1,430,791	3,218,953	1,466,521	3,617,822	1,797,948
Rwanda	10,8840	67,471	5,506	15,815	4,968	15,830
Malawi	92,895	77,571	41,093	66,555	98,585	90,486
Uganda	550,830	446,932	579,453	424,342	173,622	294,918
Total	**3,993,146**	**2,022,765**	**3,845,005**	**1,973,233**	**3,894,997**	**2,199,182**
% Change of the Total	**-**	**-**	**(3.7%)**	**(2.4%)**	**1.3%**	**11.5%**

Source: https://www.trademap.org/Index.aspx (2022)

142. **Imports of selected value chains**: Findings indicated generally that the import quantity reduced from 5,176,360 tonnes in 2019 to 4,097,896 tonnes in 2020. However, with the programme intervention contribution, the quantities increased to 5,253,236 tonnes in 2021. Relatedly, the values reduced from USD 2,365.823 million in 2019 to USD 2,320.272 million in 2020, which was 0.2% reduction but increased to USD2,542.643 in 2021, which was an 8% increase. This indicated that the imports bounced back to the pre-COVID-19 period, as a result of the contributions by the STEF Programme interventions as shown in Table 16, and for details, refer to Annex 11.

---

[16] The critical value chains selected to ensure access were: medicines and hygiene products and food (fish, dairy horticulture, cereals, pulses).

AyaahConsult

Table 16: Imports Values and Quantities of Selected Value Chains

Country	Years					
	2019		2020		2021	
	Quantity (Tons)	Value (USD 000'	Quantity (Tons)	Value (USD 000'	Quantity (Tons)	Value (USD 000'
Kenya	3,366,714	1,542,675	3,137,144	1,507,413	3,468,566	1,812,630
Rwanda	514,773	284,208	170,323	180,615	320,249	268,306
Malawi	186,605	249,353	214,194	255,151	248,029	169,940
Uganda	1,108,268	289,587	576,235	377,093	1,216,412	291,767
Total	**5,176,360**	**2,365,823**	**4,097,896**	**2,320,272**	**5,253,256**	**2,542,643**
% Change of the Total	-	-	**(20.8%)**	**(1.9%)**	**28.2%**	**9.6%**

Source: https://www.trademap.org/Index.aspx (2022)

143. **Would be potential trade value loss:** the evaluation findings indicated that if there was no STET interventions, the decline in trade values experienced in 2020 would continue even in 2021 by 13.9% for exports and 11.5% for imports, which would have given a potential total trade value loss of $553 million. However, due to the contribution of the programme interventions of the supporting resilience of the imports and export value chains, the comparison of respective quantities and values of imports and exports of the selected critical value chains in 2019, 2020 and 2021, indicated that they did not vary significantly.

3.3 EFFICIENCY

Efficiency is the extent to which the STEF programme intervention has delivered, or is likely to deliver results in an economic and timely way.

The evaluation team assessed efficiency of STEF programme by answering the following evaluation question:

To what extent does the Safe Trade programme represent value for money (VfM)? This should be considered through the 4 'Es' of economy, efficiency, effectiveness and equity.

144. This efficiency section of the evaluation report assessed the extent to which the STEF programme resources/inputs were converted into results economically, efficiently, equitably and effectively. The evaluation team assessed the Value for Money (VfM) of the STEF programme based on the 4Es: VfM economy, VfM efficiency, VfM effectiveness and VfM equity.

145. **Assessment of the VfM Economy:** The STEF programme economy was assessed by examining the extent to which the programme was able to achieve the best cost of inputs and results realized while maintaining quality. In this instance, economy was about whether TMEA was achieving appropriate quality at the right price for inputs and resources including the technical assistance used to produce the programme outputs. The evaluation findings indicated that the STEF programme VfM economy was achieved based on technical and financial proposals. Technical proposals ensured quality and competent service providers/ vendors were procured while financial proposals ensured the services were at the right price as per TMEA procurement guidelines.

146. The evaluation findings also revealed that the STEF programme spent within the planned budget and this was evidenced by the total budget spent and committed of USD 24,802,000 out of the total budget of USD 31,112,000 as of June 2022, which accounted for 80% of the total budget, details of the STEF programme clusters and country expenditures are in annexe 6. Evaluation evidence further indicated that 80% of the planned budget was used to implement 85% of the activities and the remaining 20% of the budget was uncommitted.

147. The evaluation evidence indicated that the funding for the STEF programme activities budget came from: TMEA's established donors through the reallocation of existing grants, new funding that came from DFID Malawi, Ireland TZ, Ireland KE, EU-KE, Finland, USAID, EU/IGAD-UNOPS and "in kind" contributions from the STEF programme supported countries such as office space. The evaluation findings indicated that the STEF programme funding was used for: contracting activities, supply of protective equipment, making available quarantine facilities, supporting stakeholder engagements, supporting sensitization activities supporting policy formulation and advocacy initiatives, developing safe trade zones, developing and extending the Regional Electronic Cargo Tracking System for Drivers' App to truck drivers, using transport observatories to centralise data collection, research or survey on the impact of COVID-19 and monitoring key value chains.

148. Further evaluation evidence indicated that the performance of international humanitarian organizations, consultants, service providers and strategic implementing partners during the programme implementation was good and they delivered to the required STEF programme expectations during the COVID-9. The evaluation findings further indicated that there was a very good VfM economy because the right quality of results was achieved and at a good price amidst the COVID 19 pandemic. The evaluation team also noted that there were some activities that were still ongoing that need to be followed up by TMEA to completion.

149. **Assessment of VfM Efficiency:** The STEF programme value for money efficiency was assessed by examining how well the programme activities converted inputs into results cost-effectively. VfM efficiency was ensured through good due diligence process of identifying and working with experienced competent international humanitarian organizations, consultants, service providers and strategic implementing partners using the less bureaucratic and emergency fast-tracking procurement procedures compared to public procurement processes of the supported countries. Further findings revealed that 80% of the total budget was used to realise 81% of the expected outputs as shown in Annex 4 and Annex 5. However, some of the programme results were not produced on time because of COVID-19 Pandemic which affected the programme's value for money efficiency. However, the evaluation findings indicated that these activities were being implemented or planned to be implemented to produce results. The evaluation indicated that the VfM efficiency was good.

150. Evaluation findings indicated that international and national organizations and technical experts were engaged that ensured efficiency through sharing of the relevant experiences, technical knowhow and producing expected results in time that ensured value for money efficiency. Overall the evaluation findings indicated that publically available data on similar programmes was not readily available which made comparisons of the implementation cost of the STEF programme very limited since this was new pandemic experience to the world.

151. **Assessment of VfM Equity**: The evaluation team assessed VfM Equity by examining whether the STEF programme ensured that the benefits were fairly distributed. The evaluation findings indicate that the VfM Equity was achieved through supporting interventions geared towards making trading activities at borders safe for both male and female-owned businesses by reducing the public health related barriers to trade without discrimination. Some of the interventions that were supporting both male and female beneficiaries without discrimination included: training, advocacy activities, research carried out, protocols developed, PPEs supplied and testing services offered. The evaluation findings revealed that VfM Equity was good because it was contributing to

facilitating safe trade for both male and female owned businesses without discrimination whether the businesses are small, medium or large.

152. **Assessment of VfM Effectiveness:** The evaluation team examined VfM Effectiveness by assessing how well the STEF programme resources were successfully utilized in achieving the desired outcomes. The evaluation findings revealed that the rate of disbursement and absorption of funds for programme activities was good. Analysis of the programme work plans, monitoring plans, budget, expenditure reports and interviews; indicated that 80% of the programme budget had been utilized so far to realize 81% of the outputs and 19% of the outputs were still on-going that were contributing to the intended outcomes of maintained levels of trade flows (average of 8.7% change in the value of selected value chains[17] 2019 and 2021) and transit time along the corridors to pre-COVID-19 levels. The evaluation findings revealed that the STEF programme resources were utilized to contribute to reducing the COVID-19 public health-related challenges and also making ports, borders and critical supply chains.

153. **Cost and Benefits**: The STEF Programme cost was US$24,802,000 and it contributed to transit time reductions that led to transit cost savings/benefits by the traders. The findings indicated that 357,054 trucks crossed Malaba and Busia borders from Mombasa in the year 2020. The freight cost of a 20' feet-container (TEUs) from Mombasa to Kampala increased from US$2,198 in 2019 to US$2,303 in 2020, which was "partly due to measures to contain the spread of COVID-19 pandemic[18]". However, with the STEF Programme interventions contribution under the respective clusters, the cost reduced to US$2,104, in 2021, which was a 9% reduction (US$199) per truck that contributed to a total cost savings of US$71 million and for each dollar invested it contributed to a cot saving of about US$3 which indicated that overall, the STEF programme was beneficial and achieved good value for money.

3.4 RELEVANCE

> **Relevance is the extent to which a development intervention conforms to the needs and priorities of the target groups, the policies of the recipient countries, donors and TMEA's strategy.**
>
> **The evaluation team assessed relevance by answering the following key evaluation question:**
>
> a) To what extent was TMEA's Safe Trade programme focused on interventions which were appropriate for mitigating the effects of COVID-19 on trade in Eastern Africa?

154. The evaluation findings indicated that the sudden-onset of the COVID-19 emergency and crisis was characterized by overwhelming needs, competing priorities, disrupted trade, livelihoods and food security. Given this view of the COVID-19 emergency and crisis at the time, TMEA innovated the Safe Trade emergency facility to support a range of critical short to medium-term measures to ensure that trade moves on safely and reliably, prevent job losses and protect livelihoods. The evaluation findings revealed that the STEF interventions that were applied in mitigating the effects of COVID-19 on trade in Eastern Africa included:

---

[17] The critical value chains selected to ensure movement access during the pandemic were: medicines, hygiene products and food (fish, dairy horticulture, cereals, pulses).
[18] Northern Corridor Transport Observatory Report 16th Issue, June 2021

155. **Partnerships and strategic engagements:** The evaluation findings indicated that STEF programme used partnerships and strategic engagements with the partners from the: private sector, development partners, international humanitarian organizations and donors as an intervention mechanism to mitigate the effects of COVID-19. The partners included: WTO, WFP, UNOPS, UNECA, Jumia, WHO, IOM, UNCTAD and AMREF. TMEA brought together these partners during the COVID-19 crisis to ensure a coherent response and coordination to the emergencies that were coming up. The evaluation findings also indicated that TMEA ensured there was a framework within which each partner would contribute to the overall STEF programme response effort. This approach by the STEF programme was appropriate because it supported the struggle in the context whereby the different partners shared their experiences and knowhow of operating in a crisis environment, providing resources and funds, supporting value chains of critical goods like food and medicines and providing assessments of the operating conditions, all of which were useful during the COVID-19 crisis.

156. **Partnerships and building coalitions with regional blocks and Governments:** The evaluating team noted that the TMEA recognizes governments as a legal entity therefore, the STEF programme engaged strategically with the public authorities, regional economic blocks and governments where the programme operated to agree on the needs and mechanism to use during the COVID-19 crisis to ensure continual trading in a safely.

157. The evaluation team further noted that for purposes of the STEF programme being relevant in mitigating the COVID-19 crisis that was affecting trade in the countries where the programme operated, TMEA identified and generated practical, flexible, responsive and operational needs-driven information and interventions to support decision-making during the programme implementation in partnership with the governments and regional blocks throughout all phases of a COVID19 crisis. The evaluation findings indicated that, before and during the programme implementations during the COVID-19 crisis, the programme intervention decisions were made in consultation with the affected Governments to plan and work together to ensure the ownership and delivery of tangible results in support of the development agenda of the respective Governments and economies.

158. **Provision of PPE and testing services**: The evaluation finding indicated that COVID-19 was a new pandemic in the world that affected the livelihoods of people and created a scarcity of PPEs like masks and hygiene products like sanitizers that were urgently needed. In addition, this created a challenge of access to PPEs and Hygiene products to protect health and prevent the risk of contracting COVID-19 while trading or facilitating trade.

159. The evaluation findings further indicated that this created an urgent need to support the business community with PPEs and hygiene products to keep them safe while trading. Furthermore, the evaluation team noted that in this same spirit TMEA partnered with, United Nations Office for Programme Services (UNOPS) and the World Food Programme (WFP) to address this challenge which was appropriate because these UN organizations have vast experience working in crisis-hit environments and can to reach the hard-to-reach areas that needed assistance. The evaluation team further noted that UNOPS helped with the procurement of the PPEs and WFP offered free of charge shipments of PPEs to the designated borders from their warehouses to the capital cities where they were needed.

160. **Technology intervention to keep trade moving:** The evaluation findings indicated that during the COVID-19 pandemic crisis, the compulsory testing measure by the respective EAC partner states was put in place yet there was limited COVID-19 testing capacity in the region, which resulted into long queues at the border entry point that created unnecessary delays and a risk of infecting the border communities where the trucks parked while waiting and also the uninfected drivers would get infected in the process of waiting for results.

161. Furthermore, the delays at the borders also raised the transport cost of cargo and threatened the trading viability of companies. The delays were due to the time taken to get back results after testing for COVID-19, which was long. To this extent, due to the gravity of these issues on trade, TMEA innovated and introduced a Regional Electronic Cargo and Driver Tracking System (RECDTS)/Drivers' application to eliminate the need for multiple testing for drivers as they cross the different countries' borders. The evaluation team also noted that in April 2020, the summit of the EAC Heads of State from Kenya, Rwanda, South Sudan and Uganda met and made a directive to carry out joint testing from the ports of origin within the region and also further directed that each driver be tested once in 14 days and given an EAC COVID-19 test certificate, which facilitated tracking and traceability of truck drivers along the Northern Corridor. These directives were informed by the STEF interventions and innovation of the RECDTS/Drivers' App.

162. The evaluation findings also revealed that the RECDTS system was integrated to national health systems Command Monitoring Centres (CMCs) where the programme operated which was appropriate in: promoting trust and mutual recognition of COVID-19 test results by the respective Governments, enhancing the faster clearance of trucks and cargo at the border crossings and real-time monitoring of the drivers using RECDTS for contact tracing in case of any positive results and this reduced the congestion at the border and the transit time.

163. **Trade policy interventions**: The trading activities in the respective supported countries had policies and laws that governed trading activities that could not adequately support trade during the pandemic. However, because of the effects of COVID-19 on trading activities, there was a need to engage with the respective regional and national Government authorities to develop relevant policies that would support and facilitate safe trading activities. The evaluation findings indicated that it was on this basis that the STEF programme supported interventions around trade policy recommendations to ensure that traders adhered to the recommended hygiene measures and practices and limited interactions with multiple persons while transiting goods to markets or from points of production. In addition, TMEA developed lessons learned on the impact of COVID-19, emerging situations and how best to protect cross border trade and keep borders open, which was a good initiative in informing policy direction. These lessons learned acted as a guide during the COVID-19 outbreak and would be used in future pandemics of this nature. The evaluation team noted that these lessons on the impact of COVID-19 were published and went a long way in informing and influencing trade policy decisions across countries in the EAC, COMESA and SADC during the COVID-19 pandemic.

164. The evaluation findings further indicated that this intervention was appropriate in the sense that it further involved the development and implementation of COVID-19 related trade facilitation protocols. For example, EAC administrative guidelines on the movement of goods and services and Protocols indicating step by step border clearance process flow to facilitate the movement of goods across borders were developed and circulated to the EAC partner states. The

evaluation findings revealed that training of key border agency staff on such protocols was done and fact-based research into the effects of COVID-19 on regional trade to support trade policy development.

165. **Supply chain support for resilience, relief and recovery in essential goods and exports**: The evaluation findings revealed that during the COVID-19 pandemic, export value chains, the movement and supply of essential commodities like food, hygiene products and medicines were disrupted. These were essential for food security, better health and improved livelihoods during the COVID-19 crisis to ensure continual trading in a safe manner. The evaluation findings further revealed that the disruption of the export value chain also led to loss of jobs because the export companies could no longer export due to the effects of COVID-9 such as lockdowns. The evaluation findings indicate that to mitigate these COVID-19 related concerns, the programme innovated an intervention to support the movement of trade by supporting the value chains of essential commodities and the export value chains by partnering with e-commerce service providers to support SMEs, and also working with key export value chains like the horticulture chain to ensure resilience in strategic export sectors.

166. **Standards, SPS and associated conformity assessment processes intervention:** The evaluation findings indicated that for the export value chains of products such as horticulture products and supply of manufactured and critical goods such as food and hygiene products like sanitizers; these had to meet quality product standards or Sanitary and Phytosanitary (SPS) requirements where applicable, which was not that easy during the COVID-19 pandemic. The evaluation findings further indicated that meeting these requirements was a prerequisite to ensure that trade continues in a safe way and also helped in reducing technical barriers to trade and contributed to faster standards and SPS-related border clearances.

167. To handle this challenge, the evaluation findings revealed that STEF programme worked with National Standards Bodies (NSBs), SPS regulatory agencies, and the private sector to deliver interventions designed to ensure the supporting of standards, Sanitary and SPS, technical regulations, and associated conformity assessment processes such as metrology which were critical trade facilitation tools during the COVID-19 pandemic crisis. The implementation of this programme interventions ensured that supported export supply chains of food, medicine and hygiene products continued during the pandemic. This was also achieved through the adoption and application of standards, technical regulations and SPS measures and calibration of equipment used in trading to facilitate safe trade during the COVID-19 emergency.

168. **Advocacy interventions:** The evaluation team noted that the COVID-19 pandemic created challenges to the private sector business community by disrupting transport means and logistics along the corridors, ports (water, air), rail and borders which in turn also affected trade and their livelihoods. The evaluating team further noted that the affected businesses during the pandemic needed to survive and continue trading during and after the pandemic however, this needed a collective advocacy voice to help them survive the effects of COVID-19. The findings indicated that in order to help the business communities to ensure that there was business continuity and safe trading during the pandemic, TMEA carried out engagements in the respective supported countries with top Government officials that included the: Prime Ministers, Ministries responsible for Trade, Transport, Health, EAC Affairs, Internal Affairs, Immigration and Security Agencies, Customs and the National Task Forces and committees. These political engagements at highest levels of governments

by TMEA helped with supporting fact-based, informed public and private policy dialogue and enhanced coordination during the pandemic. These engagements also led to the creation and establishment of the Safe Trade and Health Task Forces where the COVID-19 trade related issues faced by the private sector were presented, discussed and solutions got with the aim of business continuity.

169. The evaluation findings indicated that TMEA also provided support to the umbrella regional and national private sector organizations[19] such as EABC, KEPSA, PSFU, RPSF, MCCI; to advocate on trade issues created by the COVID-19 pandemic, with the intention of having the challenges removed or resolved, which was an appropriate mitigation intervention for the private sector. The evaluation findings further indicated that the STEF programme working with the umbrella regional and country private sector organizations to advocate on trade issues was also appropriate in that these organizations represent the interests of the private sector players. In addition, the private sector organizations often, have knowledge of the operating environment, supply chains and know-how that was very important in putting in place advocacy and policy measures to mitigate the impact of the COVID-19 pandemic. The evaluation findings also revealed that working with the private sector helped to provide their own assessments of operating conditions, evidence-based advocacy through private sector research, surveys and dialogue on impact of COVID-19 on trade with the Governments.

170. **Gender inclusion, women in trade and Safe Trade zones:** The evaluation findings indicated that due to border closures, the SSCBTs would not trade which negatively affected their incomes to support their livelihoods and this made them more vulnerable. The STEF programme addressed these challenges through the gender equality approach during the COVID-19 crisis by introducing the public health measures required to restore confidence and facilitate trade across borders. This also included the development of protocols and 'Safe Trade Zones' for small scale traders at key border crossings across[20] in the supported countries according to the needs of the different groups in those communities. The evaluation team further found that protecting human rights and promoting gender equality was central and critical in this STEF programme interventions design. The evaluation findings revealed that the intervention was designed in this way so that it would benefit the vulnerable groups of traders affected by COVID-19 equally. The evaluation findings further revealed that this intervention was supporting the vulnerable groups to be resilient and to recover from the effects of COVID-19 and also the enjoyment of their rights.

171. **Global Recognition, Presentations and Outreach:** The evaluation team noted that TMEA played a valuable role in convening and holding discussions to provide information on the COVID-19 impacts on trade in the EAC and beyond. TMEA was also recognised by the Paris Peace Forum[21] in 2020 for its quick response and innovation in coming up with the safe trade emergency programme to ensure trade continued safely. In addition, TMEA engaged in live presentations, and written media outreaches and some of these engagements[22] were with: WTO, CNBC Africa, the economist,

---

[19] Rwanda Private Sector Federation (RPSF); Kenya Private Sector Alliance (KEPSA); Malawi Confederation of the Chambers of Commerce and Industries (MCCI); Private Sector Foundation Uganda (PSFU) and East African Business Council (EABC)

[20] Busia, Namanga, Isibania, Malaba, Elegu, Mutukula, Tog Wagaale and Mchinji

[21] TMEA lesson learned paper 1: Impact of COVID-19: How best to protect cross border-trade and keep borders open.

[22] TMEA's Session on Promoting Safe Trade in Eastern Africa at the WTO #Aid4Trade Stocktaking Event; Waving or Drowning Impact of #COVID19 on East Africa Trade Virtual Report Launch – YouTube.

CNN, BBC and other local media outlets in countries that TMEA supported. Furthermore, opinion pieces were generated and focused on how the East African Partner States would work together during the crisis and economic recovery post-COVID-19. This approach of having presentations and outreaches was good and relevant because it generated perceptions and ideas on how best to help shape the safe trade emergency programme design and implementation which was a creditable innovation.

172. Overall, the evaluation findings revealed that the STEF programme interventions' relevancy was very good because it responded to the needs and challenges of the stakeholders. In addition, the TMEA's Safe Trade programme focused on interventions which were appropriate for mitigating the effects of COVID-19 on trade in Eastern Africa. Of the stakeholders surveyed, 86% (were truck drivers) and 70% were women traders), indicated that the interventions were appropriate and addressed their needs in mitigating the effects of COVID-19.

3.5 COHERENCE

Coherence is the extent to which the STEF programme interventions are compatible with other interventions within the TMEA and other trade systems in the region.

The evaluation team assessed coherence by answering the following key evaluation question:

To what extent did TMEA's Safe Trade programme fit with, complement, or boost interventions delivered by other actors (e.g., Governments) to mitigate the effects of COVID-19 on trade in Eastern Africa

173. The coherence section of this evaluation report assessed the extent to which the STEF programme was consistent with other programmes/interventions within and outside the TMEA programme. The evaluation team noted that there were other initiatives that were complementary to the STEF interventions to ensure that trade continued moving on safely during the COVDI-19 crisis and these interventions included:

174. **The Standards and Quality Infrastructure Programme:** The National Bureaux of Standards (NSB) in the respective EAC Partner States provide calibration and standardization activities with the purpose of supporting trade and protecting the general public. The evaluation team found that the STEF programme procured calibration equipment for these laboratories and also supported the development and harmonisation of standards for critical items such as masks and sanitizers which was complimentary to the programme under cluster 5.

175. **Electronic Cargo Tracking System (ECT):** The evaluation team noted that ECTS consists of an electronic seal, which is monitored and can be accessed online giving real-time information on the location of the cargo. The evaluation findings indicate that the ECT gives advance information that enables processing customs entries before the arrival of transit trucks at border posts and this avoids clearance delays and congestion because once they arrive, they are cleared immediately. The evaluation findings further indicated that this ECT system was complementary to the Regional Electronic Cargo and Driver Tracking System (RECDTS) application under cluster 2 also aimed at

---

a) Promoting trade through safe trade facilities. – YouTube.
b) TMEA AND COVID SAFE TRADE CNBC Africa U TUBE - Google Search.

reducing congestion at key transit points by providing electronic COVID-19 test report certificates to avoid delays and congestion at the borders.

176. **Making Trade Work for Women in Eastern Africa Programme:** This programme seeks to increase the social and economic empowerment of women traders in the region through interventions like the development of the regional digital information platforms, research and dialogue and the development of safe spaces/markets for women at select border crossings. These programme interventions were in line with the STEF interventions under cluster 7 that were geared towards gender inclusion, women in trade and Safe Trade zones.

177. **The African Economic Consortium (AERC) and Bill and Melinda Gates Foundation on COVID-19 Pandemic Response Programme:** carried out studies in collaboration with EABC and organized Webinars on the impact of COVID-19 on Agriculture, Light Manufacturing, Tourism & Hospitality value chains and made fact-based recommendations from the studies that were presented to the EAC Secretariat for adoption. In addition, with the STEF programme support under cluster 6, EABC developed a Policy Advocacy Agenda that outlined key policy priorities that the EAC had to subscribe to enhance the recovery of businesses and economies from the impact of the COVID-19 pandemic to boost intra-EAC trade and investment for adoption by the EAC Secretary-General and Council of Minister. This was boosting the STEF programme cluster 6 advocacy interventions that aimed at supporting organizations by advocating on trade issues created or exacerbated by the COVID-19 pandemic.

178. **EABC studies and recommendation on trade law and policy reforms:** The EABC carried out studies and also assessed the trade policies and laws in line with the impact of COVID-19 on the respective sectors in the EAC, generated policy options that the EAC Partner States should adopt to protect the sector from COVID-19 disruptions and future pandemics. The trade policy recommendations aimed to support the EAC private sectors to navigate from resilience and recovery phases to a new reality. These EAC studies on trade policy were boosting and complementary to the STEF interventions of Trade policy interventions under cluster 3 that was also supporting research into the effects of COVID-19 on regional trade.

179. **Distribution of PPEs by Governments of EAC Partner States, Malawi and Somaliland:** To manage the COVID-19 crisis and to protect citizens, the Governments of EAC Partner States, Malawi and Somaliland put in place initiatives to provide PPEs for them. These actions by the Governments were complimentary with the STEF programme under cluster 1 of supplying PPEs to the borders to keep trade moving on safely.

180. **The Single Customs Territory (SCT) in the EAC:** The SCT promotes the free movement of goods in the EAC single market and also involves interconnectivity of customs systems to facilitate a seamless flow of information between customs stations faster clearance and improvement in cargo movement. The evaluation team noted that what is done under the EAC Single Customs Territory SCT was complementary and also boosted the performance of the Cluster 2 STEF programme intervention on Technology interventions to keep trade moving. The STEF programme supported the development of a SCT Paperless Customs Transit Documents Platform that was built on the existing advance information sharing framework that facilitates pre-arrival clearance of goods and this supported digitizing the customs transit documents to enable faster electronic clearance at borders without physical contact during the pandemic.

181. **The EAC Mobile Laboratories Project in enhancing national COVID-19 response.** The Mobile Laboratories Project in the EAC, aimed at increasing COVID-19 testing capacities that were inadequate to help in mitigating the effects of the pandemic. In addition, the Mobile Laboratories reduced the turnaround time for waiting for COVID-19 results. The evaluation team for this project complemented the STEF programme interventions in cluster 1 of supporting the testing capacities to reduce the turnaround time for the drivers at the borders.

182. **Malawi ASYCUDA World:** Malawi Revenue Authority was supporting the supply chain of items that were urgently needed to give COVID19- relief but their ASYCUDA system couldn't support them to their expectations. The STEF programme complimented their efforts to clear and supply these items by supporting the Blue Lane intervention with help from UNCTAD. The goods for COVID-19 were immediately released under Blue Lane System to support the supply chains.

3.6 SUSTAINABILITY

Sustainability: Is the extent to which the net benefits of the STEF programme intervention will continue, or are likely to continue.

The evaluation team assessed and answered the following evaluation question on the programme sustainability:

To what extent are the results of the Safe Trade programme likely to continue following TMEA's exit?

183. In this section of the report, the evaluation team assessed whether the STEF programme intervention net benefits will continue even after the cessation of TMEA's support. The evaluation team found out that the programme intervention benefits shall be made sustainable in the following ways:

184. **Technical Sustainability:** The evaluation findings indicated that one of the ways the beneficiaries would survive and also improve their livelihoods during the COVID-19 pandemic was through training and equipping the people with knowledge, skills and information to enable them to survive during the pandemic and after the pandemic and even in future in case a similar crisis came up. The evaluation findings further indicated that the training was extended to both the public and private sectors and both male and female participants were involved. The evaluation findings revealed that for the beneficiaries to be informed, safe and also carry out trading activities in a safe manner, some of the training and knowledge passed on to them included: how to wash hands and use PPEs to protect health while trading, how to use digital platforms while trading like the RECDTS drivers App, how to use digital marketing platforms, how to be resilience and recovery after the pandemic, how to meet SPS measures and standards requirements. The evaluation findings further revealed that this knowledge, information and skills passed to the beneficiaries will contribute to their technical sustainability.

185. **Financial Sustainability:** The evaluation findings indicated that with the STEF programme support, Laboratory testing equipment was procured for supported laboratories in hospitals and in Bureaux of standards. This equipment was used for testing samples and to also increase the turnaround time of release of results. The evaluation findings further indicated that in the hospitals and in the Bureaux of standards where equipment were procured, there was an appropriate payment system put in place for the stakeholders that were using the services of these equipment.

The evaluation findings further revealed that the money collected for the payments made by the stakeholders using this testing equipment will be used for maintenance and repairs and all these will contribute to the financial sustainability of the equipment.

186. **Technology sustainability:** The evaluation findings indicated that the STEF programme put in place technological innovation that included: technological infrastructure such as Very High Frequency (VHF) Communication Devises and also supported and trained the beneficiaries on how to use technological innovation platforms such as the RECDTS/Drivers' App and digital marketing platforms. The evaluation findings further indicated that these innovations aimed at: supporting value chains and continuity of business, faster cargo clearance, minimizing the risk of COVID-19 transmission through contaminated surfaces and protected the health of all people involved. The evaluation findings revealed that the RECDTS/Drivers' App was integrated with Ministry of Health systems and the technological infrastructure was integrated into the seaports terminals in the countries where the programme operated for uptake, ownership and use in their daily and future operations. The evaluation findings further revealed that the training on the use of digital platforms, skills gained, the mindset shift from physical to online operations and the incorporation of these ICT innovations in the government operations will contribute to the ICT sustainability of the innovations developed.

187. **Socio-political stability:** The evaluation findings indicated that political and social considerations were taken into consideration since they influence programme uptake, adaptation and sustainability of programme results. The evaluation findings revealed that TMEA had a good understanding of the local context (political and social) and this helped the programme develop strong links with the most relevant political offices at national, regional and international levels. The evaluation findings further revealed that the STEF programme worked closely with the relevant political offices whose mandate was to promote trade and this was contributing to securing political mobilization, support and coordination for the interventions to ensure the sustainability of results even beyond the programme time frame. The evaluation findings also indicated that political linkages and goodwill with the political decision-making offices by TMEA also ensured that adequate resources are allocated from government budgets to support the sustainability of the programme results.

188. **Environmental Sustainability:** Evaluation findings revealed that in a bid to promote the environmental sustainability concerns programme, beneficiaries were sensitized on waste management and disposal. Furthermore, regional standards and protocols for the disposal of PPEs and hygiene products such as face shields, overalls, alcohol-based hand sanitizers and medical masks, were developed to act as guides for disposing of them as waste to avoid damaging the environment. Additionally, waste bins were also placed within the different locations to enable easy waste disposal, segregation and maintaining the marketplaces clean and all this was contributing to environmental sustainability. The evaluation team also noted that the use of reusable cotton-based masks helped address the impact of disposable face masks on the environment, which could easily damage the environment because they are easily decomposed once disposed of.

CHAPTER 4: CONCLUSION

4.1 IMPACT

189. Findings from the assessment on the programme theory of change indicated that the programme implementation was based on the set theory of change that indicated step by step in a logical way how the ultimate impact would be achieved, which was good. The STEF programme was based on a reasoned theory of change given the circumstance during the COVID-19 pandemic; and the assumptions behind how the programme was expected to work which were plausible and valid. Overall, the evaluation evidence indicated that the programme also made a contribution to the impact of a maintained level of domestic and export trade in selected supply chains and an efficient transit time for monitored cargo maintained for trade.

4.2 EFFECTIVENESS

190. The evaluation findings revealed that the programme design, implementation and management under the cluster-based approach were appropriate for effectively delivering the programme results (outputs and outcomes). In addition, the evaluation findings indicated that 85% of targeted activities were implemented and realized 80% of the targeted outputs contributed to safe trade during the COVID-19 pandemic. The on-going activities had funds for their implementation committed however; TMEA should follow up the realization of the remaining outputs. Based on the evaluation evidence, overall, the programme effectiveness was good in ensuring contribution to safe trading as confirmed by 86% of the truck drivers and the 70% of the SSCBTs surveyed who reported that the interventions responded to their needs during the COVID-19 outbreak.

191. The evaluation findings indicated that clusters 1, 3, 4, 5 and 6 had fully implemented the planned activities to achieve their intended results. However, cluster 2 and 7 had incomplete activities that affected the full realization of their respective results. Under cluster 2 the incomplete activities were relating to smart gates and under cluster 7 they were relating to the construction of the safe trade zones and were on-going. The evaluation team noted these on-going activities for smart gates and safe trade zones involved infrastructure development that needed relatively more time compared to the other activities and were likely to be fully implemented by early 2023.

4.3 EFFICIENCY

192. The evaluation team noted that the programme used a fast and emergency less bureaucratic procurement process compared to the Government procurement process to contract service providers to ensure timely delivery of the programme interventions during the COVID-19 pandemic. The evaluation findings further indicated that the programme disbursement rates and funds absorption were good during programme implementation and the spending was within the programme's planned budgets. However, despite not realizing 20% of outputs within the set programme time frame, there was good value for money.

4.4 RELEVANCE

193. The evaluation findings indicated that despite the many risks to health and trade during the COVID-19 pandemic, the programme response was relevant in demonstrating the true value of supporting trade continuity. Furthermore, the programme focus and interventions were innovative by coming up with relevant technology to address the effects of the pandemic, flexible by adjusting

to the different political and business environments in the supported countries and responsive in nature by quickly coming up with the STEF interventions; which made them relevant and appropriate for mitigating the effects of COVID-19 on trade in Eastern Africa and beyond.

4.5 COHERENCE

194. The evaluation findings indicated that the programme was consistent with other projects, programme and initiatives within and outside the TMEA Programme, that were working to support safe trade. The evaluation findings further indicated that the complimentarily of the STEF programme was good in ensuring that the programme delivered its initiatives to the targeted beneficiaries. Overall the programme coherence was good.

4.6 SUSTAINABILITY

195. The evaluation findings indicated that the programme developed: safe trade zone/ markets for cross border women, developed standards, protocols and guidelines on safe trade, had good political will for the programme buy-in and stakeholders were trained. All these were vital for the sustainability of the programme initiatives and the results produced. Overall, the sustainability of the programme initiatives and the results so produced was good and the evidence from the evaluation shows that the initiative would be sustainable.

CHAPTER 5: CHALLENGES

196. The evaluation team noted the following challenges during the STEF programme implementation:

i) **Mandatory testing with limited COVID-19 testing and screening capacity along corridors and border crossing;** created a challenge of testing a few individuals and this was making the borders unsafe for the business community to carry out trading activities.

ii) **Lack of set programme targets for results** to be achieved that affected assessing progress of the intervention in some cases.

iii) **Inadequate supplies of PPEs** at the border points that was exposing the border trade facilitation agencies and the business community to the risk of COVID-19.

iv) **Inadequate preparedness and response to natural hazards such as COVID-19**; to ensure businesses sustainability and prevent loss of revenue that led to loss of jobs and income, which created a challenge of recovering and bouncing back from the impacts of COVID-19.

v) **Lack of historical and factual data to inform programme implementation;** There was no historical information on operating during a crisis/pandemic that was preserved, catalogued or even archived, so that it could be retrieved to help in preparedness, analysis, planning, lessons learned and evaluation during the programme implementation.

vi) **Long queues experienced by cargo transporters at the borders**: were inconveniencing and also increased the cost and time of doing business because the truck drivers had to be facilitated for all the days they waited at the borders and this was contributing to difficulties in supply chain logistics

vii) **Reduced working hours by border trade facilitation agencies during the pandemic**; affected the timely delivery and flow of goods and delays in customs clearance processes.

viii) **Crowded local markets with inadequate sanitation facilities;** due to the need for essential commodities such as food, the numbers of people moving to the markets increased and yet the sanitation facilities such toilets, hand wash stations and sanitising solutions were few which created a challenge of an unhygienic trading environment and risk of transmitting COVID 19 to the market traders and customers.

ix) **Decision-makers not willing to attend meetings;** and yet during the pandemic key decision makers and leaders were most needed to plan, give direction and help the business community to ensure that trading activities continued in a safe way**.**

x) **Limited knowledge on the use of trade facilitation ICT platforms**; cut off some traders from trading information, market access opportunities and activities because some trade facilitation processes did not need physical movements nor meetings to complete transactions.

xi) **Unrealistic expectations of the STEF programme by the stakeholders;** such as request to build staff houses and request for personal cars and yet there were so many other gaps and requirements at needed more urgent attention to keep the trading activities alive and safe.

xii) **Disruptions of supply chains broke down the export business;** because all means of transport (road, air, water and railway) were closed down and where they were available, the cost of

transport was too expensive which in turn affected the export capability of some value chains like the horticulture value chains.

xiii) **Inadequate quarantine space/facilities at the ports of entry**; to manage huge volumes of traffic as was the case during the peak of the pandemic that created a challenge to keep accommodating the increasing volumes of patients.

xiv) **Containment measures such as full lockdowns and curfews restricted trade flows**; which also resulted into further delays in the respective supply chains of essential goods and services.

xv) **Lack of awareness and knowledge on how to handle the COVID-19 pandemic**; this being a new pandemic to the world created challenges in planning for business because it was not clear when the pandemic would stop or when business would get back to pre-COVID-19 times.

xvi) **Lack of effective public participation by MSMEs** to engage effectively with policymakers to reframe policies in light of the pandemic.

CHAPTER 6: LESSONS LEARNED

197. From the evaluation, the following lessons learned from implementing an emergency programme like STEF which can be used for future programming included the following:

i) Partnering with international emergency response institutions with global expertise and experience in working under crises, such as UNOPS and WFP, facilitates faster delivery of programme services and goods.

ii) Strong political will and buy-in from the governments are critical for implementing programmes successfully.

iii) ICT platforms are critical tools for trade facilitation, especially in times of restrictions for physical contact since transactions can continue electronically.

iv) Flexibility while adhering to procurement set guidelines/procedures is critical for handline emergency programme interventions.

v) The multi-sectoral involvement using a cluster approach to implementing emergency programmes creates synergies that facilitate the achievement of timely results.

vi) Advocacy activities based on well-researched information facilitate acceptance by the decision-makers.

vii) Supporting small scale cross border traders especially, the women to continue trading during the crises promotes their resilience and enhances their livelihoods.

viii) Identifying and supporting value chains of critical goods during a crisis rationalises the use of limited resources.

ix) Having clear targets for each key performance indicator for the respective clusters facilitates the monitoring and evaluation of programmes, even if it is of an emergency nature.

185. The evaluation team noted the programme worked closely with governments and other key implementing partners therefore, these learnings should have been transmitted to them to enhance the longevity of the programme's results however, whenever the opportunity arises during meetings or trainings, they can still be recapped.

CHAPTER 7: RECOMMENDATIONS

198. In order to maximize the benefits that the STEF programme offered, the evaluation made the following recommendations designed to improve future programming of this nature:

#	RECOMMENDATIONS	ACTION POINT
	RECOMMENDATIONS ON IMPROVING STEF PROGRAMMES EFFECTIVENESS	
1.	**Strengthen the cooperation and coordination between relevant trade facilitation border agencies and traders.** TMEA should support the facilitation of the stakeholders' periodic engagements and technical assistance to the cross-border traders on the trade facilitation requirements through their respective trade facilitation platforms to have consolidated efforts towards addressing trade related challenges to ease the cross-border movement of goods and services.	TMEA and trade facilitation agencies
2.	**Support capacity building and training activities to equip the traders with knowledge on how to continue trading safely to ensure business continuity and avoid trade disruption in cases of a similar crisis or pandemics:** TMEA should develop and disseminate simplified posters, pictures and signs and other relevant graphical materials to help continue supporting awareness and capacity building activities about safe trade initiatives so that they create a safe trading culture in the trading communities.	TMEA
3.	**Support manufacturers and traders especially women cross border traders to comply with Sanitary and Phytosanitary (SPS) measures, quality and safety standards requirements to be able to trade in quality and safe products that will be competitive on the market**. This should be done by: d) TMEA support the institution in charge of SPS and standards to develop relevant standards for the market to support trade post COVID-19. e) Training the traders and manufacturers on how to comply with requirements of standards. f) Supporting the regional Quality Infrastructure (QI) services that facilitate trade such as: Inspection, Testing, Certification, Calibration and Verification to work effectively so that they can support seamless trade.	TMEA
4.	**Support the recovery of affected businesses** that are needed for the survival and sustaining livelihoods such as small and medium enterprises especially those owned by women by linking them to markets and affordable sources of capital for resilience and business recovery to continue trading.	TMEA and national private sector umbrella bodies.
5.	**Whereas this was an emergency intervention, similar future programmes should ensure that the key performance indicators have targets to enhance monitoring and evaluation.**	TMEA

AyaahConsult

	RECOMMENDATIONS ON IMPROVING STEF PROGRAMME SUSTAINABILITY	
6.	**Support the sustainability of the STEF ICT based digital platforms and initiatives under cluster 2 to facilitate trade.** The trade facilitation agencies with the relevant mandates should be facilitated to host and manage the developed digital platforms under cluster 2 such as smart gates, RECDTS and incorporate them into their core business operations to ensure sustainability of these initiatives.	TMEA and Trade facilitation agencies
7.	**TMEA should ensure the construction of** the safe trade zone markets and the smart gate related interventions that are still under construction to ensure that the on-going activities are implemented to realize the programme results	TMEA
8.	**Support private sector business recovery initiatives to help the traders address challenges to their business:** The private sector should be supported through their private sector umbrella bodies to advocate for initiatives that can help in business recovery post COVID-19 since private sector businesses employs a number of people that get their livelihood from doing business.	TMEA, EABC and national private sector umbrella bodies.
9.	**TMEA should support economic recovery and reform initiatives post COVID-19;** to boost the productive capacities and broaden market reach of the business community by supporting business innovations and improving their business environment.	TMEA, EABC and national private sector umbrella bodies.
	RECOMMENDATIONS ON IMPROVING PROGRAMME EFFICIENCY	
10.	**MDAs in the respective supported countries should include in their respective budget for providing support towards STEF programme initiatives to ensure sustainability:** Some of the programme initiatives that should be supported in the budgets included: established IT infrastructural, testing equipment, digital applications and platforms developed, command monitoring center to ensure that established initiatives continue supporting trade.	Partner states MDAs

ANNEXES

ANNEX 1: CASE STUDIES

CASE STUDY 1: SUPPORTING FASTER BORDER CLEARANCE OF TRUCKS WITH THE REGIONAL ELECTRONIC CARGO AND DRIVERS TRACKING SYSTEM (RECDTS)

1. CONTEXT: The goods traded in the international trade markets are transported and delivered through various trade routes such as air, water, road and railway transport depending on the part of the world and the level of infrastructure development. In Eastern and African countries, most of the goods for trade are transported by either road on trucks or by water on ship at ports. However, the COVID-19 pandemic created a crisis in the world and disrupted most of the transport routes that were supporting trade in the Eastern and African parts of the world most especially for the land locked countries that were depending on the transport corridors of sea-ports to access international trade. Furthermore, for the trade to move on smoothly in the respective countries, the goods being transported have to comply with the relevant regulatory requirements such as customs and quality requirements. The role of the border regulatory agencies in facilitating cross border clearance of goods was also critical in ensuring the efficient and effective delivery of goods for trade by the truck drivers. During the COVID-19 pandemic, uninterrupted transport and logistics services were also important in contributing to the volume of goods traded and improving the predictability of delivery time.

2. ISSUES: The process of access to goods for trade and supporting livelihoods became a challenge during the COVID-19 crisis. This was because the road transport truck drivers that were transporting cargo were believed to be one of the sources of COVID-19 transmission since they were crossing borders and countries. Due to the fears and the risk that truck drivers were transmitting COVID-19 along the transport corridors, mandatory testing for all the truck drives in transit at the borders of Malaba and Busia were put in place. However, the COVID-19 crisis created an emergency at the borders because there was: inadequate capacity of testing for COVID-19, inadequate competencies in handling COVID-19, lack of trust in the authenticity of the COVID-19 test reports that were being presented. This created a cocktail of challenges that needed to be addressed and at the same time trade had to continue, which created a backlog of work to deal with at the borders of Busia and Malaba hence the delays.

2. THE RESPONSE AND APPROACH: The STEF programme supported the development of the Regional Electronic Cargo and Drivers Tracking System (RECDTS) to combat the challenges that the drivers were facing due to the delays at the borders. The RECDTS driver's application was developed by TMEA in collaboration with the EAC Secretariat and TMEA, so as to support Issuance and verification of EAC digital COVID-19 certificates, tracking and tracing truck drivers on transit in real-time and also sharing the COVID-

"The digital certificates generated by the Driver's App removed the painful experience of retesting and the hustles of long queues at the borders and ports, resulting into clearance time reduction."

A truck driver at Mombasa Port, Kenya

19 related results with the relevant border agencies. In addition, the drivers and the borders were trained on how to use the RECDTS driver's application to support its implementation. This approach by TMEA of using these digital platforms to respond to the problems of reducing congestion at Busia

and Malaba between Kenya and Uganda was appropriate in supporting the transit of cargo and support value chains for exports and imports.

3. PROJECT RESULTS AND IMPACT: Due to the good level of ownership by the programme beneficiaries, good working relationships between all involved parties and cooperation with TMEA, the project was able to achieve good results. The implementation of the application contributed to reducing the border-crossing time from two (2) days to 2-3 hours before the introduction of the RECDTS application. In addition, there was capacity building and training for the drivers on how to use the application which also contributed to their knowledge and ability to use the RECDTS application.   Other results included: 137,322 truck drivers against a target of 100,000 with registered accounts in the cross border tracking App; 137,322 drivers against a target of 40,000 had received Covid19 results through RECDTS; 644 MoH and other Government Officials against a target of 400 were using the system; Seven (7) Number of Command Monitoring Centers (CMC) against a target 7 Set Up in the region; Three (3) processes against a target of 1 re-engineered as a result of information sharing; three (3) support services against a target of 2 implemented and Seven (7) Ministry of Health Systems against a target of six (6) interfaced with RECDTS.

4. CHALLENGES: During the programme implementation, there were challenges of lack of electronic gadgets and Internet to use when accessing the system's connectivity. The other challenges related to the fears of contracting COVID-19 while on duty.

5. SUSTAINABILITY: The developed driver's system/application, support structures and devices procured were embedded in the ministry of health systems of the supported countries and also at the EAC under the Command Monitoring Centre for effective operation. In addition, sustainability of the programme results uptake by the implementing partners will help sustain the benefits of the set up system. In addition, the trainings offered to the staff will also support the technical sustainability of the system. Furthermore, there was good political will from the respective supported countries to support the sustainability of the programme results.

6. LESSONS LEARNT: The following lessons were learned:

a) The use of ICT based technological innovations like the RECDTS are very important in facilitation trade by ensuring faster border clearance without physical contact with the border agencies.

b) Political goodwill and commitment from the supported countries Governments was critical for successful implementation of the programme.

c) When there is commitment and participation by all relevant stakeholders both government and the private sector this lead to the acceptance of programme implementation interventions.

7. WHO BENEFITED: The governments benefited because they were able to track and trace the truck drives to control the spread of the covid-19 and thus helped in protecting the citizens of their countries but at the same time sustained trade in safe way. The private sector (drivers, logistics and truck owners companies) benefited because reducing delays through faster clearance and release cargo reduced the expenses of waiting at the borders and also helped them make timely delivery of their cargo. Overall, traders saved about USD 71.1 million as a result expenses reduction on transit.

CASE STUDY 2: SUPPORTING WOMEN TRADERS TO CONTINUE TRADING SAFELY DURING THE COVID-19 PANDEMIC. THE CASE OF TOG WAJAALE SAFE TRADE ZONE MARKET IN SOMALILAND

1. CONTEXT: During a crisis, the needs and capacities of women and men are different and discrete and need to be understood to achieve effective support to ensure their protection and empowerment. During the COVID-19 pandemic, the cross border women traders were one of the most vulnerable groups that were exposed to the risk of the COVID-19 pandemic and the effects because the women's incomes support the livelihood for their families. In addition, the COVID-19 pandemic magnified the impact of the pre-existing challenges that women faced as they worked to improve on their livelihoods amidst the pandemic. Given the prevailing circumstances during and after the COVID-19 pandemic women required special interventions and support to cope with the threats that the pandemic posed to them and the environments in which they operated. During such crisis it was essential to ensure that vulnerable groups such as women are consulted so that they get involved in the participation and design of programmes to ensure that their specific needs are captured and met. The support towards women groups relating to recovery, economic and social planning, and reconstruction is critical for their empowerment. Working with TMEA to address the needs of the women traders was good.

2. ISSUES: For the women traders in Tog Wajaale to trade much more productively and safely, there was need to have safe and legal trading centre for them to be able to support their livelihoods. However, COVID-19 presented a number of challenges that were affecting women access to market information, financial resources, access to safe and clean services and infrastructure and social support. In addition, the old trading space in Tog Wajaale at the time were not up to the required standards because they lacked adequate support services for the women to trade in a safe environment. The old markets lacked adequate social distancing space, inadequate hygiene facilities and the women traders lacked good knowledge on how to prevent COVID-19 to keep safe.

2. THE RESPONSE AND APPROACH: Addressing the challenges faced by women in Tog Wajaale market during the crisis, meant that TMEA had to provide for protection and assistance for the women according to their needs to support safe trade that contributes to women empowerment. TMEA developed the Trademark East Africa's Safe Trade Emergency Facility programme (STEF).The programme included the component on Gender inclusion, women in trade and Safe Trade zones. This intervention was put in place to address the considerable COVID-19related challenges faced by small cross-border traders, particularly women. In addition, the STEF programme supported the development of safe trade protocols on the safe trade zones/markets. Furthermore, public health measures were

> *"The training from TMEA and AMREF was so good, that it helped us learn and change our behaviour towards COVID-19 prevention,"*
> **Livestock trader Tog Wajaale, Somaliland**

introduced to restore confidence of traders particularly women and to facilitate trade across borders. The protocols were developed and used for the development and management of safe trade markets while safe trade zones had capacity to prevent, detect and respond to COVID-19 with the aim of reducing the risk of person-to-person or surface-to-person contamination.

3. **PROJECT RESULTS AND IMPACT:** With the STEF programme support, the Tog Wajaale market in Somaliland was constructed and completed and the women are now trading from the markets, which was a big achievement on the side of the programme but also for the women. The women in the market indicated that they were thankful for supporting them to trade from the new market that enabled them work so as to support their livelihoods. In addition, a safe trade market protocol was developed for the markets and in particular the women in this market were trained on the protocols. The protocol provided knowledge to the woman trading in this market to be able to carry out routine operations that promote safe trading. Also the women were trained on cross border regulatory requirements to support them while trading.

4. **CHALLENGES:** Despite having the safe trade markets set up, the products traded in the markets needed to comply with the relevant Sanitary and Phytosanitary (SPS) measures and standards so as to trade in quality and safe products. Furthermore the women traders were required to be equipped with knowledge quality and safe products for them to trade competitively.

5. **SUSTAINABILITY:** Training the women enhanced their awareness and understanding of trading requirements that will support them trade in the market sustainably. In addition, the women traders paid some money that was collected to ensure the sustainability of the markets in terms of paying water bill, electricity bills and cleaning the markets. The markets also had good political will that helps in ensuring the market is supported with the relevant assistance for national development.

6. **LESSONS LEARNT:** The lessons learned from the support given to the women to trade in the markets were:

a) When you support the women traders through trainings and capacity building initiatives their knowledge base is improved this also contributes to their empowerment.

b) Political will and commitment from government was necessary for successful implementation and construction of the market.

c) When the women trade in quality and safe products, this increases their business opportunities to get more income for their livelihoods.

7. **WHO BENEFITED:** The construction of the Tog Wajaale market benefits the women working at those markets to support their livelihoods by earning from trading. In addition, the government also benefits from the markets because the market traders contribute to the country's GDP. Furthermore also the citizens benefit because the market brings a variety of products for them to buy.

ANNEX 2: ASSESSMENT CRITERIA AND RATING

SCORE/RATING	RESULT DESCRIPTION
A++ (Excellent = 5)	Results Consistent and exceeded expectations/targets (>=100%)
A+ (Very good = 4)	Results Consistent with all expectations/targets (75-99%)
A (Good = 3)	Results Consistent with most of the expectations/targets (60-74%)
B (Fair = 2)	Results moderately meet expectations/targets (45-59%)
C (Poor = 1)	Results are not Consistent and substantially does not meet expectation/targets (0-44%)

ANNEX 3: CONFIDENCE LEVELS

These are the confidence levels that were used to determine the extent of the available level of evidence to support the evaluation team's assessment

#	CONFIDENCE LEVEL	CRITERIA	COLOUR	
1.	High	All the evidence needed to support the evaluation team's assessment was available	Green	
2.	Medium	Most of the evidence needed to support the evaluation team's assessment was available.	Yellow	
3.	Low	Partial evidence needed to support the evaluation team's assessment was available.	Red	

ANNEX 4: SAFE TRADE EMERGENCY FACILITY PROGRAMME ACTIVITY ASSESSMENT

This tool was used to analyze and assess TMEA safe trade programme supported programmes activities as at June 2022.

#	AGREED ACTIVITIES	ACTIVITY STATUS AS PER ENDLINE EVALUATION	ASSESSMENT	CONFIDENCE LEVEL
CLUSTER 1: Countries under this cluster are Kenya, Uganda, Malawi, STEF –Regional, Somaliland and Rwanda				
1.	Procurement of PPE	Complete	4	
2.	Delivery of PPE	Complete	4	
3.	Supply of testing kits	Complete	4	
4.	Screening and testing cargo drivers for the Coronavirus	Complete	4	
5.	Providing medical advice.	Complete	4	
CLUSTER 2: Countries under this cluster are Kenya, Uganda, STEF –Regional, Somaliland and Rwanda.				
1.	Development of cross border driver tracking system application, piloting, and full operationalization	Complete	4	
2.	Linking Cross Border Tracking System Application to the RECTS platform and interfacing with existing Cross Border Agency Systems	Complete	4	
3.	Development and adoption of regional SOPs on cross border and transit clearance of truck drivers	Complete	4	
4.	Development and adoption of national level SOPs on cross border and transit clearance of truck drivers	Complete	4	
5.	Training of Users on the use of the Cross-Border Tracking App (Disaggregated by Type of Users: Transport Companies / Drivers / MOH officials)	Complete	4	
6.	Development and use of Safe trade zone protocol at targeted borders	Complete	4	
7.	Installation and use of Identification and verification systems in selected OSPs	Complete	4	
8.	Establishment of joint Safe Trade Emergency Coordination mechanisms	Complete	4	
9.	Development of research papers on the impact of COVID-19.	Complete	4	

AyaahConsult

#	AGREED ACTIVITIES	ACTIVITY STATUS AS PER ENDLINE EVALUATION	ASSESSMENT	CONFIDENCE LEVEL
10.	RECDTS Support Services Implemented	Complete	4	
11.	SCT-Centralised Platform Transit Regime Deployed	Incomplete	2	
12.	SCT-Centralised Platform Transit Regime Support Services deployed	Incomplete	2	
13.	Smart Gates - Infrastructure Installed and Commissioned	Incomplete	2	
14.	Smart Gates - Infrastructure Support Services Implemented	Incomplete	2	
15.	Smart Gates-System Interfaces Deployed	Incomplete	2	
16.	Cross Border Tracking System Application linked to the RECTS platform and interfaced with existing Cross Border Agency Systems	Complete	4	
17.	SCT-Centralised Platform Transit Regime Interfaces Deployed	Incomplete	2	
18.	SCT-Centralised Platform Transit Regime Change Management	Incomplete	2	
19.	RECDTS Change Management Implemented	Complete	4	
20.	Smart Gates Change Management Implemented	Incomplete	2	
CLUSTER 3: Countries under this cluster are Kenya, Uganda, Malawi, STEF –Regional, Somaliland and Rwanda				
1.	Completion of research on trade impact of COVID 19	Complete	4	
2.	Development of EAC and private sector emergency coordination response	Complete	4	
3.	Development and use of Safe trade zone protocol at targeted borders	Complete	4	
4.	Establishment of safe trade zones	Complete	4	
5.	Sensitization of border officials and other border users on COVID19 Protocols and Guidelines	Complete	4	
6.	Establishment of Coordination mechanism for the EAC	Complete	4	
7.	Holding coordination meetings	Complete	4	
8.	Development of protocols	Complete	4	
9.	Dissemination of protocols to partners	Complete	4	

#	AGREED ACTIVITIES	ACTIVITY STATUS AS PER ENDLINE EVALUATION	ASSESSMENT	CONFIDENCE LEVEL
10.	Sensitization of borders officials, cross border traders, clearing agents and Joint Border Operation Committees online on the new emergency cargo handling guidelines at each OSBP disaggregated by gender.	Complete	4	
11.	Number of simplified guidelines developed	Complete	4	
12.	Development of simplified guidelines.	Complete	4	
13.	Dissemination of guidelines	Complete	4	
14.	Development and dissemination of policy briefs	Complete	4	
15.	Development and dissemination of research papers	Complete	4	
16.	Establishment of regional task force	Complete	4	
CLUSTER 4: Countries under this cluster are Kenya, Uganda, Malawi, STEF –Regional, Somaliland and Rwanda				
1	Development and roll out of Protocols/ Procedures or guidelines	Complete	4	
2	Training of logistics (supply chain actors) providers on protocols / Covid compliance requirements	Complete	4	
3	Completion of market assessments and sector performance reports	Complete	4	
4	Onboarding/linking of traders/SMEs to markets (inputs, outputs, and logistic coordination)	Complete	4	
CLUSTER 5: Countries under this cluster are Kenya, Uganda, Malawi, STEF –Regional, Somaliland and Rwanda				
1	Laboratories participating in calibration and verification activities	Complete	4	
3	Development and dissemination of standards, guidelines and protocols (disaggregated by procedure and commodity)	Complete	4	
4	Adoption and harmonization of H&S standards	Complete	4	
CLUSTER 6: Countries under this cluster are Kenya, Uganda, Malawi, STEF –Regional and Somaliland .				
1	Development and presentation of Regional Policy briefs to the EAC	Complete	4	
2	Implementation and addressing of COVID-19 related trade issues	Complete	4	
3	Compiling rapid assessments reports in selected thematic areas (logistics, manufacturing, agriculture and tourism)	Complete	4	

#	AGREED ACTIVITIES	ACTIVITY STATUS AS PER ENDLINE EVALUATION	ASSESSMENT	CONFIDENCE LEVEL
4	Conducting media engagements	Complete	4	
5	Production of action plans	Complete	4	
6	Production of progress reports	Complete	4	
	CLUSTER 7: Countries under this cluster are Kenay, Uganda, Malawi, STEF –Regional and Somaliland			
1	Development and use of Safe trade zone protocol at targeted borders.	Complete	4	
2	Establishment of safe trade zones.	Incomplete	4	
3	Providing traders at priority border posts with PPE	Complete	4	
5	Facilitation of advocacy interventions to promote the safe zone protocol (sensitization sessions on protocol, adoption of protocol)	Complete	4	
6	Targeting of traders at prioritized borders	Complete	4	
7	Availability of TOTs to continue with capacity building	Complete	4	

ANNEX 5: SAFE TRADE EMERGENCY FACILITY PROGRAMME RESULTS ASSESSMENT

This tool was used to analyze and assess the STEF Programme results as at June 2022.

No.	Outcome / Output	Major Contributing Cluster(s)	Output /outcome Indicators	Baseline Data	Targets	Endline Evaluation Results as of June 2022	ASSESSMENT	CONFIDENCE LEVEL
1.	Desired Outcome 1: Maintained level of domestic and export trade in selected supply chains.	Clusters 1, 2, 3, 4, 5, 6 and 7	Change in total trade in goods in selected value chains (disaggregated by country, exports and domestic trade).	0	Not available	Refer Annex 10	3	
2.	Desired Outcome 2: Efficient Transit time for monitored cargo maintained for trade		Inland Transport Time on key routes = Active Transit time + Time spent at stops (Police, weighbridges) + Border Crossing Time + Rest time.	[23]March 2020Northern Corridor Observatory Data (no export data) Mombasa - Kampala: 126 hrs Mombasa-Busia: 276 hrs Mombasa-Kigali : 170 hrs Mombasa-Malaba:153 hrs Mombsa-Elegu:110hrs	Not available	TRANSIT TIME FROM MOMBASA TO DESTINATION [hours]<table><tr><td></td><td>BUSIA</td><td>ELEGU</td><td>KAMPALA</td><td>KIGALI</td><td>MALABA</td></tr><tr><td>2019-PRE-COVID</td><td>84</td><td>99</td><td>138</td><td>184</td><td>72</td></tr><tr><td>2020-COVID JUNE</td><td>114</td><td>151</td><td>154</td><td>234</td><td>109</td></tr><tr><td>2021-COVID WITH STEF-DEC</td><td>87</td><td>135</td><td>117</td><td>182</td><td>93</td></tr></table>Source Observatory Report 2019-2021.and interviews	3	
3.	Desired Outcome 3: Jobs losses mitigated and trade supported to recover.	1,2, 3, 4, 5, 6 and 7	% of surveyed small scale women cross border traders that kept trading during the pandemic.	Not available	Not available	83% of the traders surveyed confirmed that they traded during the pandemic and 97% were trading at the time of the evaluation.	4	

---

[23] Quarterly Northern Corridor performance report April – June 2020

No.	Outcome / Output	Major Contributing Cluster(s)	Output /outcome Indicators	Baseline Data	Targets	Endline Evaluation Results as of June 2022	ASSESSMENT	CONFIDENCE LEVEL
4.	Intermediate Outcome 1: Ports, borders and critical supply chains are safe for trade	1	Number of key trade actors (frontline staff, port and border officials) benefiting from TMEA provided PPE, disaggregated by country.	0 (March 2020)	Kenya: 3343 frontline staff, port and border officials Kenya: 4500 women traders.	Refer to Table 12	4	
5.	Intermediate Outcome 2: Food security and access to critically required medicines ensured.	1,2, 3, 4, 5, 6 and 7	Volume/value in total trade of goods in selected value chains (disaggregated by country, exports and domestic trade).	0	Not available	Refer to Annex 10 and 11	3	
6.	Short term Outcome 1: The safety of key actors in trade facilitation is improved.	1	Proportion of staff with access to PPE while undertaking their duties (disaggregated by location).	0	80% of front line staff to have access to PPEs.	Refer to Table 13 & Annex 9	3	
7.	Short term Outcome 2: Improved visibility and traceability of cargo, trucks and truck drivers and Crew in Transit of Cargo across Borders.	2	Number of drivers tracked in real time using the app (Disaggregated by nationality - imports	0	>=50%	137,322 registered	4	
8.	Short term Outcome 3: Reduced disruption in getting products to market, both locally and for	7	Number of traders operating at targeted borders/ market places.	0	Not available	Namanga:500 traders Isebania 500 traders Busia:2000 traders Malaba 1500 traders Mchinji 450 traders Tog Waajale:196	4	

No.	Outcome / Output	Major Contributing Cluster(s)	Output /outcome Indicators	Baseline Data	Targets	Endline Evaluation Results as of June 2022	ASSESSMENT	CONFIDENCE LEVEL
	export.	6	No. issues addressed against the number of issues identified in market intelligence	0	Not available	55 issues identified for private sectors and 43 were resolved.		
		6	No of market surveys conducted	0	Not available	Malawi1, Uganda 1, Rwanda 1, Somaliland 1, Kenya 1and at EAC 1		
		4	No. of SMEs or suppliers onboarded onto digital platforms or linked to markets	0	Not available	Kenya: A total of 1605 businesses were successfully onboarded onto various digital platforms Rwanda: Digital platform called ESOKO Multi-vendor market was developed. Uganda: 13891individuals (Male:9001, F:4890) linked to the market Malawi: Blue Lane (ASYCUDA under UNCTAD: 188 items and 17 health institutions benefited from the blue lane.		
			Average time to clear and release critical goods (food items, medicines, and hygiene products) at targeted borders	0	Not available	Reduced from 5hours to 1.1 hours in Busia		
			Revenue of traders at targeted borders/marketplaces.	Data during the peak of the pandemic	Not available	Refer to Table 9		
			Volumes traded by targeted women as a result of targeted Interventions.	Data during the peak of the pandemic	Not available	Most traders indicated they records of value rather than volumes		

No.	Outcome / Output	Major Contributing Cluster(s)	Output /outcome Indicators	Baseline Data	Targets	Endline Evaluation Results as of June 2022	ASSESSMENT	CONFIDENCE LEVEL
9.	Short term Outcome 4: Improved regional capacity to coordinate and collaborate in the implementation of safe trade measures along trade corridors.	6	Number of functional/ COVID response public private dialogue (PPD) platforms in place.	0	1 at Regional Level with 5 virtual stakeholder engagements held; 10 Key Recommendations presented to the Public sector; No. at country levels to be confirmed at country level.	1 at EAC Regional and 1 in Kenya, Rwanda 1, Malawi 1 and Uganda	4	
10.	Short term Outcome 5: Improved Cross Border Security and Regional coordinated enforcement of COVID-19 Cross Border Clearance and Transit Procedures and Processes.	2	Number of Cross Border agencies that utilize data from the Cross-Border Driver Tracking App (disaggregated by country)[24].	0	Kenya: 4 Rwanda: 4 Uganda: 4	7 Mohs, police 2 in Kenya and Uganda, Immigration 3 (Ke, Ug, Rw), Kenya Pipeline Company (KPC), 3 Revenue (Ke, Ug, Rw)	4	
11.	Short term outcome 6: Enhanced awareness of Cross Border agency staff and Private sector on the existing COVID-19 measures and the use of the app to facilitate trade	2	Percentage of truck Drivers aware of COVID-19 measures and the use of the app to facilitate trade	0	>=80	99% of the drivers interviewed were aware.		

---

[24] Measures the total number of government agencies involved in the clearance of cargo and persons across the borders i.e. customs, immigration, port health, police.

No.	Outcome / Output	Major Contributing Cluster(s)	Output /outcome Indicators	Baseline Data	Targets	Endline Evaluation Results as of June 2022	ASSESSMENT	CONFIDENCE LEVEL
12	Short term Outcome 6: Enhanced compliance with COVID-19 Measures & Protocols by Transporters/Truck Drivers and MOH officials for movement of cargo across borders.	2	Number of digital Health Certificates issued to truck drivers/crew transiting across targeted Eastern Africa (disaggregated by country)[25].	0	>=10,000 by May 2021	Total for all countries 137,322 registered drivers. ➢ Kenya:110,865 ➢ Uganda:8,525 ➢ Rwanda:2,767	4	
13	Short term Outcome 7: Enhanced quality infrastructure and SPS for provision of essential services and priority controls (food, animal health and plants).	5	Number of critical goods (food items, medicines, and hygiene products) certified with health and safety compliance certificates (disaggregated by border and type of goods).	0	Not available	Kenya: 12, 890 [food, sanitizers, masks] 195 (15 Face Masks, 133 Sanitizers, 16 disinfectants and 31 hand wash) were certified in Uganda.	4	
14	Output 1: Testing support for COVID 19 in TMEA supported countries facilitated.	1	Number of testing kits supplied, disaggregated by country.	0	Testing kits to support the problem of testing at borders	13 PCR testing kits were supplied for testing.	No target	
15	Output 2: PPE supplied to support safe trade in TMEA supported countries	1	Number of PPE supplied, disaggregated by equipment and country.	0	Refer to Table 3	Uganda: Washing points:41; Hand Sanitiser: 8100; Liquid Soap: 8100; Disinfectant spray: 8100; Thermal Guns:108; Safety boots: 1140; Full protective PPE: 9900; N95 masks: 15720; Other reusable masks: 78840; Plastic face shields:570; Disposable gloves:46680	4	
					Refer to Table 3	Kenya: Washing points: 62; Hand Sanitiser:19474; Liquid Soap: 3738; Disinfectant spray:5738; Thermal Guns: 48; Safety boots: 318; Full protective PPE:9060; N95 masks: 65,000; Other reusable masks: 13,650; Plastic face shields: 3199; Disposable gloves: 148,610.		

[25] Measures the total number of mutually recognised certificates shared through the system to facilitate border clearance for truck drivers.

No.	Outcome / Output	Major Contributing Cluster(s)	Output /outcome Indicators	Baseline Data	Targets	Endline Evaluation Results as of June 2022	ASSESSMENT	CONFIDENCE LEVEL
					Refer to Table 3	Somaliland: Washing points:4; Hand Sanitiser:900; Liquid Soap:900; Disinfectant spray:900; Thermal Guns:6; Safety boots:68; Full protective PPE:360; N95 masks:1,020; Other reusable masks:4,410; Plastic face shields:34 Disposable gloves:18,360		
					Refer to Table 3	Malawi: Washing points:16; Hand Sanitiser:3,600; Liquid Soap:3,600; Disinfectant spray:3,600; Thermal Guns:42; Safety boots:380; Full protective PPE:1,800; N95 masks:5,700; Other reusable masks:25,200; Plastic face shields:190; Disposable gloves:102,600		
					Refer to Table 3	Rwanda: Washing points:16; Hand Sanitiser:3,600; Liquid Soap:3,600; Disinfectant spray:3,600; Thermal Guns:32; Safety boots:320; Full protective PPE:1,800; N95 masks:4,800; Other reusable masks:20,700; Plastic face shields:160; Disposable gloves:86,400		
16	Output 3: Border crossing protocols introduced.	7	Safe trade zone protocol developed and in use at targeted borders.	0	1	1 Safe trade zone protocols developed broken down to customize the environment of in Kenya, in Somaliland, in Malawi and in Uganda.	4	
			Number of safe trade zones established.	0	5 (disaggregated by borders)	Total of 3 safe trade zones established broken down as: 1 in Malawi -Mchimji, 1 in Somaliland- Tog wajale and 1 in Uganda- Busia still under construction.		
17	Output 4: Research on trade impacts of COVID 19 completed.	3	Number of research papers on the impact of COVID-19 developed	0	3 (1 at regional level, 1 in DRC and 1 in Rwanda)	A total of 2 research papers on the impact of COVID-19 developed. 1 in Malawi and 1 at EAC Regional.	4	
18	Output 5: EAC and private sector emergency coordination response developed.	3	Number of joint Safe Trade Emergency Coordination mechanisms Established.	0	1	1 EAC COVID coordination committee and EAC regional COVID AD HOC coordination committee.	4	
19	Output 6: Identification & Verification Technologies for Safe Trade Installed and Implemented at Selected Borders.	2	Verification Systems installed and in use in selected OSBPs	Mal: 0 Bus: 0	Mal: 1 Bus: 1	Verification systems installation in selected OSBPs still under construction with smart gates.	3	

No.	Outcome / Output	Major Contributing Cluster(s)	Output /outcome Indicators	Baseline Data	Targets	Endline Evaluation Results as of June 2022	ASSESSMENT	CONFIDENCE LEVEL
20	Output 7: Cross Border Driver Tracking System Application developed, Piloted and fully Operational.	2	[26]Number of truck drivers with registered accounts in the cross-border tracking App (disaggregated by nationality)	Ke: 0 Rw: 0 Ug: 0	=<100,000	Total for all countries 137,322 registered drivers. ➢ Kenya:110,865 ➢ Uganda:8,525 ➢ Rwanda:2,767	3	
			Number of drivers that have received Covid19 results through RECDTS	0	>=40,000	Total for all countries 137,322 registered drivers. ➢ Kenya:110,865 ➢ Uganda:8,525 ➢ Rwanda:2,767		
			Number of MoH and other Government Officials using the system	0	>=400	644 officials		
21	Output 8: RECDTS Support Services Implemented	2	Number of Command Monitoring Centers (CMC) Set Up in the region	0	>=7	7	3	
			Number of CMC Staff Hired Across the region	0	>=12	14		
			Number of Internet Services Offered to Government Official Across the region	0	>=5	5		
			Number of Support Devices (Laptops, Tablets and Mobile Phones) Issued to Government Officials	0	>=400	307 were distributed across the region where RECDTS was implemented. (70 phones, 189 tablets, 27 laptops, 6 workstations for CMCs and 6 Monitors, 6 TVs for CMCs, 3 UPS's)		

---

[26] Measures actual downloads of the drivers App from google play store.

No.	Outcome / Output	Major Contributing Cluster(s)	Output /outcome Indicators	Baseline Data	Targets	Endline Evaluation Results as of June 2022	ASSESSMENT	CONFIDENCE LEVEL
			Number of system hosting support years provided	0	>2	2 (For about 1 year with Safaricom and then another 1year with Liquid Telecom.)		
			Number of Field Support teams deployed across the region	0	>6	4[27]		
22	Output 9: SCT-Centralised Platform Transit Regime Deployed	2	Number of processes re-engineered as a result of information sharing.	0	>1	3 processes	4	
			Percentage of traders satisfied with the process of documentary clearance for Transit goods under SCT	Does not exist	Not available	95% satisfied with the process of documentary clearance for Transit goods under SCT		
23	Output 10: SCT-Centralised Platform Transit Regime Support Services deployed	2	Number of support services implemented	0	>=2	7 support services implemented.	4	
24	Output 11: Smart Gates - Infrastructure Installed and Commissioned	2	Number of Smart Gates Installed at Malaba Kenya OSBP	0	>4	Ongoing	2	
			Number of smart gates installed at Busia Kenya OSBP	0	>4	Ongoing	2	

---

[27] Tanzania and South Sudan did not need them at the point of implementation

No.	Outcome / Output	Major Contributing Cluster(s)	Output /outcome Indicators	Baseline Data	Targets	Endline Evaluation Results as of June 2022	ASSESSMENT	CONFIDENCE LEVEL
25	Output 12: Smart Gates - Infrastructure Support Services Implemented	2	Number of civil and electrical engineering services offered at Malaba Kenya OSBP	0	>1	Ongoing	2	
			Number of civil and electrical engineering services offered at Busia Kenya OSBP	0	>1	Ongoing	2	
26	Output 13: Smart Gates-System Interfaces Deployed	2	Number of customs systems the smart gates have interfaced with	0	>1	Ongoing	2	
27	Output 14: Cross Border Tracking System Application linked to the RECTS platform and interfaced with existing Cross Border Agency Systems	2	Number of Ministry of Health Systems that interface with RECDTS	0	>=6	7; Five (5) interfaces have been completed. Interfaces to national health laboratory systems for Burundi, Kenya, Rwanda, Uganda, DRC, South Sudan and Tanzania.	4	
28	Output 15: SCT-Centralised Platform Transit Regime Interfaces Deployed	2	Number of e-Documents/Data shared through the integrated systems	0	>=2	2 (1. Customs Declarations 2. Exit Notes)	4	
29	Output 16: SCT-Centralised Platform Transit Regime Change Management	2	Number of sensitization activities and training workshops held	0	>=2	2 (1. Training of Trainers 2. User training and sensitization)	4	
30	Output 17: RECDTS Change Management	2	Number of trainings offered to truck drivers	0	>=10,000	50,000 Truck Drivers Trained	4	

No.	Outcome / Output	Major Contributing Cluster(s)	Output /outcome Indicators	Baseline Data	Targets	Endline Evaluation Results as of June 2022	ASSESSMENT	CONFIDENCE LEVEL
	Implemented		Number of trainings offered to MoH staff and other government officials	0	>=12	13 trainings and staff were trained online		
			Number of Standard Operating Procedures (SOPs) developed and adopted across the region	0	>=1	1 SOP for MoH Driver Clearing Operating Procedures		
31	Output 18: Smart Gates Change Management Implemented	2	Number of trainings offered to Malaba OSBP officials		>=1	1 for Malaba OSBP officials	4	
			Number of trainings offered to Busia OSBP officials	0	>=1	1 for Busia OSBP officials		
32	Output 19: Cross Border Driver Tracking Standard Operating Procedures/Protocols Developed and Regionally Harmonized, and adopted.	2	[28]Number of regional SOPs developed and adopted across the region.	0	1	1 in EAC Harmonised SOP	4	

---

[28] Measures new procedures adopted by EAC Ministries of Health to facilitate movement of persons/truck drivers in the times of COVID-19.

AyaahConsult

No.	Outcome / Output	Major Contributing Cluster(s)	Output /outcome Indicators	Baseline Data	Targets	Endline Evaluation Results as of June 2022	ASSESSMENT	CONFIDENCE LEVEL
33	Output 21: Border officials and other border users sensitized on COVID-19 Protocols and Guidelines	3	Number of border officials and other border users reached in the sensitisation on COVID-19 Protocols and Guidelines	0	250[29]	1,630 border officials and other border users reached in the Sensitization on COVID-19 Protocols and Guidelines. And 450 trained in Malawi	4	
34	Output 22: Safe Trade emergency coordination mechanism established in the EAC.	3	Coordination mechanism for the EAC in place.	0	1	2 Coordination mechanism for the EAC in place. EAC COVID coordination committee and EAC regional COVID AD HOC coordination committee	4	
			Number of coordination meetings held.	0	Not available	Meetings were being held weekly		
35	Output 23: Protocols indicating step by step border clearance process flow developed and disseminated.	3	Number of protocols developed.	0	Not available	2 For 1 for EAC and 1 for Malawi • The EAC Administrative Guidelines on the movement of goods and services were developed indicating step-by-step border clearance process flows to facilitate movement of goods across borders were developed and circulated to EAC Partner States. • Malawi Operational Guidelines Manual To Facilitate Free And Safe Movement Of Goods And Services During Covid-19 Pandemic.	4	
			Number of protocols disseminated to Partners.	0	Not available	2 For 1 for EAC and 1 for Malawi		

29 Busia/Busia:50,Kagitumba/Mirama Hills:50,Holili/Taveta:50,Mutukula/Mutukula:50,Kobero/Kabanga:50

No.	Outcome / Output	Major Contributing Cluster(s)	Output /outcome Indicators	Baseline Data	Targets	Endline Evaluation Results as of June 2022	ASSESSMENT	CONFIDENCE LEVEL
			Number of borders officials, cross border traders, clearing agents and Joint Border Operation Committees sensitised online on the new emergency cargo handling guidelines at each OSBP disaggregated by gender.	0	Not available	1,630 border officials and other border users reached in the sensitization on COVID-19 Protocols and Guidelines.		
			Number of simplified guidelines developed.	0	1	1 simplified guideline developed		
			Number of guidelines disseminated.	0	1	1 guidelines disseminated		
36.	Output 24: Interventions and strategies on resolving COVID-19 related obstacles identified National Monitoring Committee (NMCs), National Trade Facilitation Committee (NTFC).	3	Number of COVID-19 related obstacles identified.	0	31	A total of 31 Obstacle. Kenya: for example: Limited capacity for testing, screening along corridors and border crossing., No movement of trucks in the country during curfew time unless with essential & emergency goods, Long queues experienced at the border with Uganda -Busia/Malaba (some 25km long) Malawi: for example; Porous borders a key risk for cross border traders. Need for capacity for testing, screening along corridors and border crossing and Local markets crowded and lack sanitation facilities. Rwanda: for example;14-day Quarantine of drivers at Rusumo Border, Logistics for key supply chains such as food, medicines and sanitary products affected, Small-scale traders' capital eroded during the lock-down, Exports to key markets e.g. horticulture exports to Europe brought to a standstill, Somaliland: for example; Somaliland is a very poor country and the health facilities are outdated, the country lacks testing kits for COVID 19. Uganda: for example; Presidential directive for free flow of cargo and goods within the country and across borders; Cargo trucks must have maximum of three persons- Driver, Turnboy and Agent;	4	

No.	Outcome / Output	Major Contributing Cluster(s)	Output /outcome Indicators	Baseline Data	Targets	Endline Evaluation Results as of June 2022	ASSESSMENT	CONFIDENCE LEVEL
			Number of engagements held with National Monitoring Committee and National Trade Facilitation Committee representatives on the identification of COVID-19 related obstacles.	0	Not available	Weekly meetings		
37.	Output 25: Research and policy brief report produced and disseminated (leverage partnerships with research institutions)	3	Number of policy briefs developed.	0	Not available	3 at regional EAC	4	
			Number of research papers developed.	0	Not available	A total of 2 research papers on the impact of COVID-19 developed. 1 in Malawi and 1 at EAC Regional.		
38.	Output 26: Measures to reducing risk of transmission along targeted food supply chains established.	4	Number of Protocols/Procedures or guidelines developed and rolled out.	0	Not available	1 Protocols/Procedures for Malawi and 1 for the EAC	4	
			Number of logistics (supply chain actors) providers trained on protocols / Covid Compliance requirements.	0	Not available	450 Trained in Malawi and 1,630 trained in the EAC.		

No.	Outcome / Output	Major Contributing Cluster(s)	Output /outcome Indicators	Baseline Data	Targets	Endline Evaluation Results as of June 2022	ASSESSMENT	CONFIDENCE LEVEL
39	Output 27: COVID 19 Laboratory and inspection/ certification bodies designated and adoption of e-certification and information sharing.	5	Number of laboratories participating in calibration and verification activities	0	Not available	➤ Kenya KEBS: 32 [all metrology and testing laboratories] ➤ Uganda: 1 UNBS Lab, ➤ Rwanda: 3 (Temperature and Humidity calibration lab, water testing lab and Medical balance calibration lab)	4	
40	Output 28: Health and Safety, risk control, testing, inspection and approval procedures, protocols/guidelines developed, harmonized and applied.	5	Number of standards, guidelines and protocols developed and disseminated (disaggregated by procedure and commodity).	0	Not available	6 protocols/Guidelines in the EAC	4	
41	Output 29: Issues requiring dialogue identified and synthetized –PPD (Public Private Dialouge) Emerging and from rapid assessments findings.	6	No. of Private sector consultations held along thematic areas.	0	Not available	The consultative engagements were carried out on real time emerging issues with the (EABC, KEPSA, PSFU,PSF and MCCCI)	4	
			No. of recommendations published and presented to the Public sector.	0	Not available	53 recommendations as a result of the private sector consultations at the borders (EABC reports)		

No.	Outcome / Output	Major Contributing Cluster(s)	Output /outcome Indicators	Baseline Data	Targets	Endline Evaluation Results as of June 2022	ASSESSMENT	CONFIDENCE LEVEL
42.	Output 30: Public health measures are enforced in most public places	7	Evidence of advocacy interventions facilitated to promote the safe zone protocol at national and regional level(sensitisation sessions on protocol, adoption of protocol)	0	At least 2 sensitisation sessions with key stakeholders at targeted markets.	Customize and print IEC by country KENYA: The Amref team produced posters to be used as IEC materials to enhance awareness creation at the Busia border point. A total of 1200 posters were developed and distributed and put up at strategic places at the market place at the Busia border point. Activity conducted with the 32 TOTs. UGANDA: The Amref team used materials designed at HQ, they customised them; they developed capacity building materials and communication materials for the STZ users and for the community. They produced posters to be used as IEC materials to enhance awareness creation at the border points. These were put on display in market places, business areas like mobile money kiosks and shops; More than 500 business community members benefited from having these materials given to them for display. Busia Uganda market before the STZ implementation Support supervision SOMALILAND: As part of this assignment, the consultant has focused on ensuring the successful uptake of the safe trade protocols developed by AMREF, making use of guidelines and the expertise of gender mainstreaming head of TMEA. The consultant together with TMEA Somaliland office staff have given induction to the Somaliland market management committee, which consists of 9 trader representatives, 5 cleaners, and 2 security guards. In developing market designs on both sides, the safe trade protocol was taken into account, to primarily ensure there are distance between stores, enough entry and exit doors, and there are hand-washing facilities in both markets.	4	

ANNEX 6: STEF PROGRAMME BUDGET AND EXPENDITURE (US$ '000') AND PERCENTAGE SPENT/COMMITTED AS AT JUNE 2022

#	STEF Programme /Programme Name	Total Budget	Actual 2019/20	Actual 2020/21	Actual 2021/22	Cumulative Spend as at June 22	Commitments at June 22	Total Spent and Committed	Expected Uncommitted Budget as at June 22	% Budget spent and committed	% Budget Expected and uncommitted
1	**Overall STEF Programme**	**31,112**	**4,812**	**8,421**	**6,872**	**20,188**	**4,614**	**24,802**	**6,310**	**80%**	**20%**
2	**STEF Selected Country Programme budget and expenditure**										
2.1	Uganda CP	3,091	236	399	519	1,258	334	1,592	1,499	52%	48%
2.2	Rwanda CP	855	239	348	145	732	3	735	120	86%	14%
2.3	Somaliland CP	728	69	306	141	516	-	516	212	71%	29%
2.4	Kenya CP	6,462	2,494	3,186	783	6,462	76	6,537	- 76	101%	-1%
2.5	Malawi CP	769	149	525	96	769	-	769	-	100%	0%
2.6	STEF Regional	7,757	957	2,376	995	4,297	868	5,164	2,592	67%	33%
2.7	Inclusive Trade	1,966	-	7	1,044	1,051	844	1,895	71	96%	4%
2.8	**Total Programme Budget**	**21,627**	**4,144**	**7,147**	**3,724**	**15,085**	**2,124**	**17,209**	**4,418**	**80%**	**20%**
2.9	**Central Overheads**	**2,515**	**367**	**701**	**555**	**1,634**	**358**	**1,991**	**520**	**79%**	**21%**
2.10	**TOTAL**	**24,142**	**4,512**	**7,848**	**4,279**	**16,719**	**2,481**	**19,200**	**4,938**	**80%**	**20%**
3	**STEF Cluster budget and expenditure**										
3.1	Cluster 1	6,253	4,118	782	- 823	4,045	366	4,411	1,842	71%	29%
3.2	Cluster 2	5,458	26	3,007	1,085	4,220	561	4,781	677	88%	12%
3.3	Cluster 3	1,527	-	654	325	979	101	1,079	447	71%	29%
3.4	Cluster 4	1,929	-	1,677	252	1,929	-	1,930	- 1	100%	0%
3.5	Cluster 5	1,416	-	307	804	1,111	-	1,111	305	78%	22%
3.6	Cluster 6	473	-	247	67	315	-	315	158	67%	33%
3.7	Cluster 7	3,660	-	445	1,951	2,396	906	3,302	358	90%	10%
3.8	Other Programme Costs	911	-	26	64	90	190	280	632	31%	69%
3.9	**Total Programme Budget**	**21,627**	**4,144**	**7,147**	**3,724**	**15,085**	**2,124**	**17,209**	**4,418**	**80%**	**20%**
3.10	**Central Overheads**	**2,515**	**367**	**701**	**555**	**1,634**	**358**	**1,991**	**520**	**79%**	**21%**
3.11	**Total**	**24,142**	**4,512**	**7,848**	**4,279**	**16,719**	**2,481**	**19,200**	**4,938**	**80%**	**20%**

ANNEX 7: STEF POPULATION, SAMPLE SIZE[30] AND RESPONSE RATES

COUNTRY	BORDER	SAMPLE POPULATION [SURVEY]			ADJUSTED SAMPLE SIZE [SURVEY]		TARGET		
		WOMEN TRADERS	TRUCK DRIVERS	TOTAL SURVEY POPULATION	WOMEN TRADERS	TRUCK DRIVERS	TOTAL SURVEY	KIIS	FGDs
KENYA	Namanga	343	4,498	4,842	15	32	46	5	1
	MOMBASA PORT	-	9,996	9,996	0	70	70	6	0
	Isebania	481	4,498	4,979	21	32	52	5	1
	Nairobi	-	-	-	0	0	0	12	0
	Busia	1,351	5,623	6,974	58	40	98	5	1
	Malaba	343	5,623	5,966	15	40	54	5	1
	SUB TOTAL	**2,518**	**30,239**	**32,757**	**108**	**213**	**321**	**38**	**4**
UGANDA	Busia	751	11,619	12,369	32	82	114	5	1
	Malaba	191	11,619	11,809	8	82	90	5	1
	Mutukula	331	5,164	5,495	14	36	51	5	1
	Elegu	585	5,164	5,749	25	36	61	5	1
	Mirama Hills/Kagitumba	-	-	-	-		-	1	0
	KAMPALA	13	-	13	1	-	1	7	0
	SUB TOTAL	**1,870**	**33,565**	**35,435**	**80**	**237**	**317**	**28**	**4**
SOMALILAND	Twojiwajali	398	-	398	18	0	18	7	1
	SUB TOTAL	**398**	**-**	**398**	**18**	**-**	**18**	**7**	**1**
RWANDA	RUSIZI II	212	657	869	9	5	14	4	0
	RUSOMO	212	1,664	1876	9	12	21	4	0
	KAGITUMBA	238	657	895	10	5	15	4	0
	RUBAVU	212	657	869	9	5	14	4	0
	SUB TOTAL	**874**	**3,634**	**4,508**	**37**	**26**	**63**	**16**	**-**
MALAWI	DEDZA	-	450	450	0	3	3	5	0
	MCHINJI	1,804	684	2,488	77	5	82	5	1
	MWANZA	-	683	683	-	5	5	5	0
	SONGWE	-	450	450	0	3	3	5	0
	SUB TOTAL	**1,804**	**2,267**	**4,071**	**77**	**16**	**93**	**20**	**1**
GRAND TOTAL		**7,464**	**69,705**	**77,169**	**320**	**492**	**812**	**109**	**10**

RESPONSE RATE			
DATA COLLECTION METHOD	TARGET	ACHIEVED	Reponse Rate
SURVEY	812	736	91%
KIIS	109	88	81%
FGDs	10	7	70%
OVERALL	931	831	89%

---

[30] At confidence level of 95% and margin of error of 5%

ANNEX 8: STEF TOC AND LINKAGE TO TMEA TOC
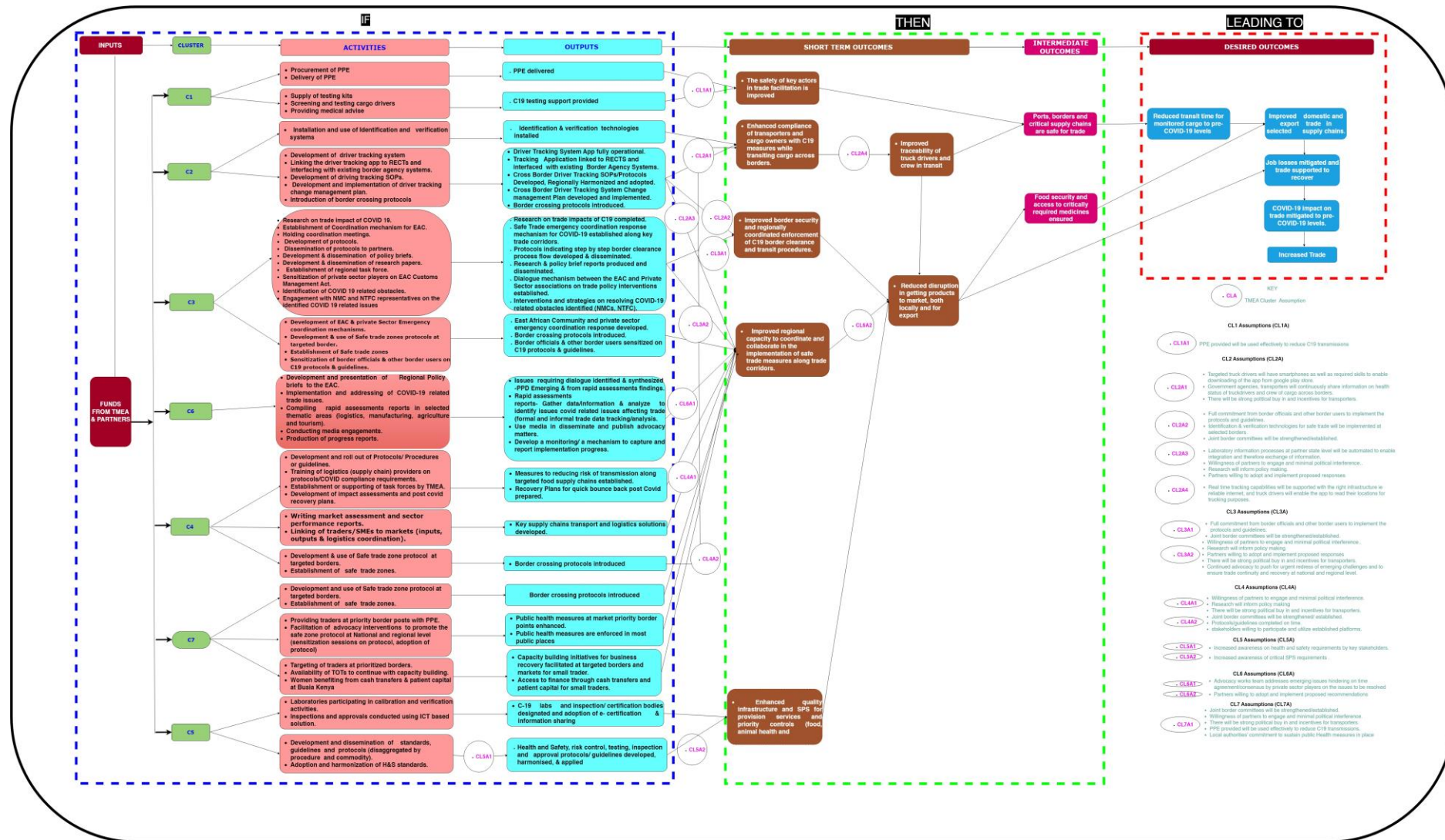
ANNEX 9: PROPORTION OF STAFF WITH ACCESS TO PPES WHILE UNDERTAKING THEIR DUTIES DISAGGREGATED BY LOCATION

No.	Selected Kenya Borders	UOM	Kenya Ports Authority Quantity	Proportion of staff accessed PPEs [Total number of staff=5168]	Malaba KE Quantity	Proportion of staff at Malaba that received PPEs [no. of staff=209]	Busia KE Quantity	Proportion of staff accessed PPEs [Total number of staff=180]	Namanga KE Quantity	Proportion of staff accessed PPEs [Total number of staff=169]	Isebania Quantity	Proportion of staff accessed PPEs [Total number of staff=117]	Overall Quantity	Overall Proportion of staff accessed PPEs [Total number of staff=5843]
1	Reusable Safety Boots	each	150	3%	42	20%	42	23%	40	24%	44	38%	318	5%
2	Full protective PPE	each	1,500	29%	1,890	100% (At least 9pcs per staff)	1,890	100% (At least 10pcs per staff)	1,800	100% (At least 10pcs per staff)	1,980	100% (At least 16pcs per staff)	9,060	100% (At least 1pc per staff)
3	Filtering Facepiece Respirator (N95)	each	10,000	100% (At least 1pc per staff)	14,403	100% (At least 68pcs per staff)	16,023	100% (At least 89pcs per staff)	14,403	100% (At least 85pcs per staff)	10,173	100% (At least 86pcs per staff)	65,000	100% (At least 11pcs per staff)
4	Other resuable masks	each	13,650	100% (At least 2pcs per staff)		0%	N/A		N/A		N/A		13650	100% (At least 2pcs per staff)
5	Plastic face shield	each	1,500	29%	439	100% (At least 2pcs per staff)	475	100% (At least 2pcs per staff)	439	100% (At least 2pcs per staff)	345	100% (At least 2pcs per staff)	3,199	55%
6	Disposable Gloves	each	2,000	39%	38,610	100% (At least 184pcs per	43,470	100% (At least 241pcs per staff)	38,610	100% (At least 228pcs per staff)	25,920	100% (At least 221pcs per staff)	148,610	100% (At least 25pcs per staff)
7	Re- usable masks -Pieces	each	21,000	100% (At least 4pcs per staff)	N/A		N/A		N/A		N/A		21,000	100% (At least 3pcs per staff)
8	3-ply surgical masks -Pieces	each	200,000	100% (At least 38pcs per staff)	N/A		N/A		N/A		N/A		200,000	100% (At least 34pcs per staff)
9	Rubber Gloves -Pairs	each	166,000	100% (At least 32pcs per staff)	N/A		N/A		N/A		N/A		166,000	100% (At least 28pcs per staff)

No.	Selected Malawi Borders	UoM	Mwanza Quantity	Proportion of staff accessed PPEs [Total number of staff=289]	Mchinji Quantity	Proportion of staff accessed PPEs [Total number of staff=212]	Dedza Quantity	Proportion of staff accessed PPEs [Total number of staff=238]	Songwe Quantity	Proportion of staff accessed PPEs [Total number of staff=167]	Overall Quantity	Overall Proportion of staff accessed PPEs [Total number of staff=906]
1	Reusable Safety Boots	each	200	69%	44	21%	44	18%	92	55%	380	42%
2	Full protective PPE	each	900	100% (3pcs per staff)	180	85%	180	76%	180	100% (1pc per staff)	1,800	100% (2pcs per staff)
3	Filtering Facepiece Respirator (N95)	each	3,000	100% (At least 10pcs per staff)	660	100% (At least 3pcs per staff)	660	100% (At least 2pcs per staff)	1,380	100% (At least 8pcs per staff)	5,700	100% (At least 6pcs per staff)
4	Other resuable masks	each	13,500	100% (At least 46pcs per staff)	2,880	100% (At least 13pcs per staff)	2,880	100% (At least 12pcs per staff)	5,940	100% (At least 35pcs per staff)	25,200	100% (At least 27pcs per staff)
5	Plastic face shield	each	100	35%	22	10%	22	9%	46	28%	190	21%
6	Disposable Gloves	each	54,000	100% (At least 186pcs per staff)	11,880	100% (At least 56pcs per	11,880	100% (At least 49pcs per staff)	24,840	100% (At least 148pcs per	102,600	100% (At least 113pcs per staff)

No.	Selecoted Uganda Borders / Uganda	UoM	Malaba UG Quantity	Proportion of staff at Malaba that received PPEs [no. of staff=301]	Busia UG Quantity	Proportion of staff at Busia that received PPEs [no. of staff=206]	Mutukula UG Quantity	Proportion of staff at Mutukula that received PPEs [no. of staff=294]	Kampala Quantity	Proportion of staff at Kampala Mombasa that received PPEs [no. of staff=250]	Elegu UG Quantity	Proportion of staff at Kampala Elegu that received PPEs [no. of staff=158]	Overall Quantity	Proportion of staff Uganda that received PPEs [no. of staff=1209]
1	Reusable Safety Boots	each	268	89%	224	100% (At least 1pc per staff)	92	31%	280	100% (At least 1pc per staff)	92	58%	956	79%
2	Full protective PPE	each	3,960	100% (At least 13pcs per staff)	1,980	100% (At least 9pcs per staff)	540	100% (At least 1pc per staff)	1,800	100% (At least 7pcs per staff)	540	100% (At least 3pcs per staff)	8,820	100% (At least 7pcs per staff)
3	Filtering Facepiece Respirator (N95)	each	4,020	100% (At least 13pcs per staff)	3,360	100% (At least 16pcs per staff)	1,380	100% (At least 4pcs per staff)	4,200	100% (At least 16pcs per staff)	-		12,960	100% (At least 10pcs per staff)
4	Other resuable masks	each	16,560	100% (At least 55pcs per staff)	14,580	100% (At least 70pcs per staff)	5,940	100% (At least 20pcs per staff)	18,000	100% (At least 72pcs per staff)	11,880	100% (At least 75pcs per staff)	66,960	100% (At least 55pcs per staff)
5	Plastic face shield	each	134	45%	112	54%	46	16%	140	56%	46	29%	478	40%
6	Disposable Gloves	each			N/A				N/A		46,680	100% (At least 295pcs per staff)	46,680	100% (At least 38pcs per staff)

No.	Selecoted Somaliland Borders / Somaliland	UoM	Tog Wajaale SL	Proportion of staff at Tog Wajale that received PPEs [no. of staff=165]
1	Reusable Safety Boots	each	68	41%
2	Full protective PPE	each	360	100% (At least 2pcs per staff)
3	Filtering Facepiece Respirator (N95)	each	1,020	100% (At least 6pcs per staff)
4	Other resuable masks	each	4,410	100% (At least 26pcs per staff)
5	Plastic face shield	each	34	21%
6	Disposable Gloves	each	18,360	100% (At least 111pcs per staff)

Proportion of PPEs Per Boder

No.	Selected Country Borders	UOM	Kenya Borders PPE Quantity	Proportion of staff accessed PPEs [Total number of staff=5,843]	Malawi Borders PPE Quantity	Proportion of staff accessed PPEs [Total number of staff=906]	Uganda Borders PPE Quantity	Proportion of staff accessed PPEs [Total number of staff=1209]	Somaliland Borders PPE Quantity	Proportion of staff accessed PPEs [Total number of staff+165]
1	Reusable Safety Boots	each	318	5%	380	42%	956	79%	68	41%
2	Full protective PPE	each	9,060	100% (At least 1pc per staff)	1,800	100% (At least 2pcs per staff)	8,820	100% (At least 7pcs per staff)	360	100% (At least 2pcs per staff)
3	Filtering Facepiece Respirator (N95)	each	65,000	100% (At least 11pcs per staff)	5,700	100% (At least 6pcs per staff)	12,960	100% (At least 10pcs per staff)	1,020	100% (At least 6pcs per staff)
4	Other resuable masks	each	13,650	100% (At least 2pcs per staff)	25,200	100% (At least 27pcs per	66,960	100% (At least 55pcs per staff)	4,410	100% (At least 26pcs per staff)
5	Plastic face shield	each	3,199	55%	190	21%	478	40%	34	21%
6	Disposable Gloves	each	148,610	100% (At least 25pcs per staff)	102,600	100% (At least 113pcs per staff)	46,680	100% (At least 38pcs per staff)	18,360	100% (At least 111pcs per
7	Re- usable masks -Pieces	each	21,000	100% (At least 3pcs per staff)						
8	3-ply surgical masks -Pieces	each	200,000	100% (At least 34pcs per staff)						
9	Rubber Gloves -Pairs	each	166,000	100% (At least 28pcs per staff)						

AyaahConsult

ANNEX 10: EXPORT VOLUMES AND VALUES OF SELECTED PRODUCTS

https://docs.google.com/spreadsheets/d/10l69oyEbQqLsOIxsMPmlpa6UVNQSjVnc/edit?usp=sharing&ouid=117627331222697804124&rtpof=true&sd=true

ANNEX 11: IMPORT VOLUMES AND VALUES OF SELECTED PRODUCTS

https://docs.google.com/spreadsheets/d/10lQq9VVFQRfM1cb2Pkn05idnb7LQqNGU/edit?usp=sharing&ouid=117627331222697804124&rtpof=true&sd=true

ANNEX 12: STAKEHOLDERS CONTACTED DURING THE STEF EVALUATION

https://docs.google.com/document/d/10ffjiZaa5x1sXQmCbLczAc79XI3zsaKD/edit?usp=sharing&ouid=117627331222697804124&rtpof=true&sd=true

ANNEX 13. LIST OF DOCUMENTS REVIEWED

1. Activity Paper a (ii) Safe Trade - Country Annexes & Priorities 16 April 2020.
2. CASE Paper A (i) Safe Trade Emergency Facility Proposal 16 April 2020.
3. Cluster 1: Safe Trade Emergency Facility Emergency Personal Protective Equipment Draft Results Framework.
4. Cluster 7 Draft Results Framework Updates April 2021.
5. Clusters' progress reports
6. Corridor Observatory reports.
7. Country programme reports.
8. EAC website.
9. ECOWAS Website.
10. Emergency Facility for Safe Trade: Procurement procedures
11. Final Report On Gender and Inclusion
12. John Mayne (2008), Contribution Analysis, an Approach to Exploring Cause and Effect, ILAC Brief 16.
13. List of borders where PPEs were supplied
14. Malawi STEF Completion Report
15. Paper D Safe Trade Progress Report April to May 1 June 2020.
16. Policy briefs documents
17. Protocols, standards and guidelines developed.
18. Regional Electronic Cargo and Driver Tracking System.
19. Report for the programme on medical technical assistance on the implementation of the safe trade emergency facility.
20. Safe Trade Progress Report- November 2020 to February 2021 Cluster 2.
21. SADC Website
22. SQI-SPS Results Chain for STEF Draft.
23. STEF Budget Country Expenditures
24. Summary Indicators that cut across Safe Trade Clusters 2,3 & 5.
25. Supply chain Support for Resilience, Relief and recovery in Essential goods and Exports.
26. Terms of Reference TEF End line Evaluation.
27. TMEA End of programme Report Feb 2022
28. TMEA Lessons Paper 1 - Logistics Services Borders in the Covid-19 Final 10 Aug 2020 (002).
29. TMEA STEF Design Document.
30. TMEA website.
31. Trade Map - Trade statistics for international business development
32. Trade Policy Cluster Safe Trade Emergency Facility Implementation Plan.
33. WHO Website

ANNEX 14. COMPARISON OF PERCENTAGE DIFFERENCE TRANSIT TIME WITH AND WITHOUT STEF INTERVENTIONS ALONG SELECTED TRANSIT ROUTES.

Transit Time from Mombasa to Destinations in Hours					
	Busia	Elegu	Kampala	Kigali	Malaba
2019-pre-COVID-19	84	99	138	184	72
June 2020 during COVID-19	114	151	154	234	109
December 2021 with STEF intervention	87	135	117	182	93
Average transit time reduction from June 2020	27	16	37	52	16
Percentage average transit time reduction from June 2020	24%	11%	24%	22%	15%
Movement towards pre COVID-19 transit time as December 2021.	4%	36%	(15%)	(1%)	29%

Source: Desk Review 2022

	Transit Time from Durban to Destinations in Hours			Transit Time from Walvis Bay to Destinations in Hours			
	Lubumbashi	Lusaka	Gaborone	Lubumbashi	Lusaka	Harare	Gaborone
Pre-COVID-19 (2019)	120	72	48	24	24	72	48
During COVID-19 (June 2020)	192	144	96	72	72	168	96
Without STEF intervention (December 2021)	168	96	60	48	60	120	84
Average transit time reduction from June 2020	24	18	36	24	12	48	12
Percentage average transit time reduction from June 2020	13%	13%	38%	33%	17%	29%	13%
Percentage increase in average between pre COVID-19 and December 2021.	40%	33%	25%	100%	150%	67%	75%

Source: Desk Review 2022