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TradeMark East Africa –

REGIONAL THEMATIC PLATFORMS – PHASE ONE

SUMMATIVE REPORT – 15 MAY 2015

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ABBREVIATIONS AND ACRONYMS

CMP	Common Market Protocol
CSO	Civil Society Organisation
EA	East African
EABC	East African Business Council
EAC	East African Community
EAPSP	East African Professional Services Platform
EASC	East African Standards Committee
EASP	East African Standards Platform
EATP	East African Tourism Platform
GIZ	Gesellschaft fuer Internationale Zumsammenarbeit
ILEAP	International Lawyers and Economists Against Poverty
ITC	International Trade Centre
KEPSA	Kenya Private Sector Alliance
KTF	Kenya Tourism Federation
M&E	Monitoring and Evaluation
MRA	Mutual Recognition Agreements
NCIP	Northern Corridor Integration Project
PS	Private Sector
PSO	Private Sector Organisation
RI	Regional integration
SADC	Southern African Development Community
TMEA	TradeMark East Africa
TOC	Theory of Change
TOR	Terms of Reference
VFM	Value for Money

1. EXECUTIVE SUMMARY

The evaluation of the Regional Thematic Platforms – Phase One is part of the formative and summative evaluation of private sector organisation (PSO) and civil society organisation (CSO) programmes and projects supported by TradeMark East Africa (TMEA) between 2011 and the end of 2014. The programmes and projects were implemented at a regional and national level in all East African Community (EAC) countries. The Regional Thematic Platforms programme was designed under the old TMEA theory of change (TOC).

The East African Business Council (EABC) was established in 1997 in order to bring together the private sector's voice in the East African region, and to represent this voice at the East African Community (EAC)¹. TradeMark East Africa (TMEA) supported EABC's institutional capacity and the establishment of four thematic platforms, namely the Women in Business, Employers Organisation, Standards, and Professional Services Platforms. An additional platform was established outside the auspices of the EABC, namely the Tourism Platform, which sits in Kenya but is recognised by the EABC as well as the EAC Secretariat as the regional voice on tourism. In addition, the Tourism Platform is a member of the EABC and has two representatives on its board.

The three platforms under review here are the East African Standards Platform (EASP), the East African Professional Services Platform (EAPSP), and the East Africa Tourism Platform (EATP), with this selection of platforms to be reviewed being made by TMEA. (The work of the Employers Organisation Platform now falls well beyond the scope of the new TMEA Theory of Change (TOC) and has not been reviewed nor has it received any follow-up funding. A short synopsis of the Women in Business Platform is given in the EABC report.)

The evaluation has come to the conclusion that all three of the platforms under review were highly relevant and effective in their advocacy campaigns and in creating impact in their targeted areas. The impact of the platforms is visible and noted within the EAC, especially at the secretariat level. The impact of the Tourism Platform's campaigns have, in addition, been noted within the public domain, as numerous newspaper articles proclaimed the launch of the single tourist visa within the Northern Corridor Integration project that includes Kenya, Uganda and Rwanda, as well as the ease of movement of people within the region with the use of national identity cards, voters cards and students ID as travel documents. In addition, the Northern Corridor Integration Project has also made progress on joint marketing promotion, destination training and the fast tracking of rating of hotels and tourism establishments. Efficiencies are also rated highly, as the budgets and personnel of the platforms were limited but achieved both strong results and virtually all of the outputs anticipated. Links to, and cooperation with, other donors has also been very good, especially in terms of the strong synergies built with the International Trade Centre (ITC) and Gesellschaft fuer Internationale Zusammenarbeit (GIZ) as well as International Lawyers and Economists Against Poverty (ILEAP).

Sustainability, however, is the primary concern at this stage: the intervention periods were short and considered pilot phases (at only two years in length) but have had no guaranteed follow-on phases. This has resulted in the East African Professional Services Platform being left without any follow-on funding with only some professional organisations being able to continue the work started by the platform, alongside some continued support from the EABC officers. As such the mutual recognition agreement work is continuing at the EAC Secretariat. Although TMEA is committed to continue to fund the EAPSP once funding

¹ Please see the separate report on the EABC for more details.

becomes available, the work could also be mainstreamed into the EABC, but caution needs to be taken that sufficient capacity remains in order to take on this workload.

While both the East African Tourism Platform and the East African Standards Platform² have already secured funding for a second phase, it is crucial that comprehensive exit strategies form part of the funding mechanism design. All the platforms could foreseeably continue their work for a number of years to come, but the point at which TMEA will cease its financial support needs to be emphasised at regular intervals in order to push the platforms strongly towards finding alternative funding. The platforms have built synergies with other donors and international corporations and have managed to already secure additional funds, but engagement with other donors was limited to top-up funds for events without discussion on core funding for a significant period of time. This should become a priority for the platforms.

It is the evaluation's recommendation that the EAPSP receives further funding in order to ensure that the good work that it started is consolidated and cemented in place. (TMEA has pointed out that funding of the EAPSP remains a priority but current funding constraints have resulted in delays in further work with the platform.) The platform-based approach seems to be very effective and efficient, with both the targeted industry/topic and the hosting organisations deriving benefit. The platforms under review all managed to implement their work plans and have noted successes in their advocacy outcomes. This model should also be replicated where TMEA sees additional need or is approached by the private sector stakeholders for the development of additional platforms within their scope of work. For instance, there could be a call for an investment platform or another industry-specific platform.

Housing the platforms at the EABC also seems beneficial, as strong synergies are built between the various platforms as well as the EABC, the EAC Secretariat and the relevant professional associations. . The EABC provided an already existing private sector voice within which the platforms could mould their own. The platforms did not have to initiate contact with the EAC Secretariat as the relationship had already been established.

The EABC platforms noted that there is a weak relationship with the EATP, due to its geographical distance and the fact that tourism is not a core EABC area, which has meant that the EABC has not focused on issues of tourism to the same extent as the other platforms, within its work and with the EAC Secretariat. It is recommended that a closer relationship be encouraged via periodic meetings between the platform and the EABC. The EATP has Board representation at the EABC, but linkages could improve at the staff level, which could lead to lesson learning and collaboration of issues of mutual concern.

A further general recommendation would be that TMEA focus on streamlining the project's documentation and monitoring and evaluation (M&E) requirements. It is, however, understood that M&E has already received significant attention and redesign at TMEA's regional and national offices. For future work it is essential that the TMEA project team strengthen its approach to M&E by giving clear outcome indicators and developing uniform and simple tools to collect data and track progress towards objectives on a regular basis.

Finally, communication channels between the regional and national offices – as well as between TMEA and the implementation partners – should be strengthened significantly.

² Both of these platforms would contend that further funding is necessary at the national level in order to promote and consolidate progress made thus far.

Almost all the projects interviewed complained of a lack of predictability in funding disbursements and no proper communication on the reasons for delays or anticipated payment dates. The partner organisations identified for the entire PSO/CSO programme have been impressive, however, and TMEA would do well to continuously foster and develop those relationships. This could be done through scheduled periodic meetings with partners to coincide with anticipated funding disbursements as well as an *ex officio* role for TMEA on the platform steering committees.

2. INTRODUCTION

2.1 Methodology and approach of the evaluation

The purpose of this evaluation was to conduct a number of formative and summative evaluations of TMEA's support to those PSOs and CSOs in East Africa that were supported in a number of thematic or project areas. The formative approach aimed to assess TMEA's support to advocacy work at the regional by examining the relevance, effectiveness, efficiency, impact and sustainability of the projects. Based on this, the reports recommended ways in which the interventions could be strengthened. Secondly, the summative evaluations of, the regional thematic platforms also employed the above criteria but with a key focus on measuring the project objectives against the eventual project outcomes.

Based on the Terms of Reference (TOR) and the Literature Review, the evaluation identified a set of questions that needed to be answered through this study (the questions proposed in the TOR are in the table below). Subsequently, discussion guides were developed. These guides covered the breadth of the TOR questions and added areas of discussion that would add to our understanding of the quality and effectiveness of each intervention's advocacy.

Individuals involved with the programmes were interviewed and focus group discussions took place where appropriate and feasible.

Table 1: Questions Identified in the TOR

Category	Summative	Formative
Effectiveness <i>Effectiveness refers to the extent to which a development intervention has achieved its objectives, taking their relative importance into account.</i>	To what extent were the objectives achieved?	To what extent are the intended outputs and results/outcomes likely to be achieved in relation to targets set in the monitoring plan?
	To what extent can the identified changes be attributed to the intervention? What would have occurred without the intervention?	To what extent can the changes be attributed to the intervention? What are the major factors that are likely to influence the achievement or non-achievement of the objective?
	If gender-mainstreaming targets were set at the project's inception, examine the extent to which these targets were achieved, as well as any successes and challenges?	If gender-mainstreaming targets were set at the project's inception, examine the extent to which these targets were achieved, as well as any successes and challenges?
Impact <i>Impact refers to the totality of the effects of a development intervention, positive and negative, intended and unintended. The impacts are the tangible long-term outcomes to which the project contributed.</i>	What was the impact of the project (intended and unintended, positive and negative)?	What was the impact of the project (intended and unintended, positive and negative)?
	What is the intervention's likely impact on improved business competitiveness?	What is the intervention's likely impact on improved business competitiveness?
Relevance	Extent to which project was consistent with the old TMEA TOC	Extent to which project was consistent to both the old and current TOC and

<p><i>Relevance is the extent to which a development intervention conforms to the needs and priorities of the target groups, the policies of recipient countries, donors and TMEA's strategy.</i></p>	and policy.	policies.
	Is the intervention aligned with the trade/development policies and administrative systems of the partner country's government and EAC policies and systems?	Is the intervention aligned with the trade/development policies and administrative systems of the partner country's government and EAC policies and systems?
	Is the intervention consistent with TMEA's policies and priorities? Is the intervention consistent and complementary with activities supported by other programmes in TMEA and/or by other donor organisations?	Is the intervention consistent with TMEA's policies and priorities? Is the intervention consistent and complementary with activities supported by other programmes in TMEA and/or by other donor organisations?
<p>Sustainability</p> <p><i>Sustainability is the continuation or longevity of benefits from a development intervention after the cessation of development assistance.</i></p>	<p>What benefits (both social and financial) of the programme are likely to be sustainable and would continue with or without TMEA?</p> <p>What are the lessons learned that are relevant beyond TMEA?</p>	
<p>Efficiency</p> <p><i>Efficiency is the extent to which the costs of a development intervention can be justified by its results, taking alternatives into account.</i></p>	<p>To what extent and how has the intervention been effective and achieved good value-for-money (VFM)?</p>	

2.2 Programmes under Review

TradeMark East Africa (TMEA) has been providing support to various private sector and civil society organisations (PSO/CSOs) since 2011, to ultimately assist these organisations in positively influencing regional integration (RI) efforts within the East African Community (EAC). The support provided was focused on improving the organisations' institutional capacities, ensuring greater implementation capacity and potential impact, increasing their capacity to undertake evidence-based advocacy work, and to increase communication and partnerships amongst themselves. To this end, TMEA offered support to the East African Business Council and furthermore established four platforms attached to the EABC. The platforms focussed on Employers organisations, Women in Business, Standards, and Professional Services. Only the latter two are under evaluation in this report.

A Tourism Platform was also created, and housed at the Kenya Tourism Federation (KTF). This platform also forms part of the evaluation. The reason offered for not housing the Tourism Platform at the EABC was the stakeholders' belief that the platform should be strategically located within Kenya, as the traditional tourism hub of the EAC. Kenya has led the development of the tourism sector for many years and Kenya's tourism private sector was well established. The distance between EATP and the other platforms, as well as the greater focus on the Northern Corridor integration projects than on the EAC Secretariat, has meant that there were no strong linkages or cooperation between the EATP and the other platforms. Given that all three of the platforms focus on the services aspect of the EAC

Common Market Protocol, this is seen as a loss of potential to cooperate effectively. It has, however, had no negative impact on the work of the EATP or the impact of its advocacy work.

The following paragraphs provide a brief introduction to the platforms under review.

2.2.1 EAST AFRICAN TOURISM PLATFORM (EATP)

The EATP was set up at the KTF with TMEA support in July 2011, and started operating in April 2012 after extensive consultation with tourism stakeholders aimed at drawing the tourism private sector in to the EAC regional integration process. The EATP participated in negotiations surrounding visa and immigration control, air transport and on the EAC Tourism and Wildlife Protocol.

During the first phase of the TMEA support to the platform, EATP worked closely with the national ministries responsible for tourism, wildlife, trade, and transport development, and Tourism PSOs across all EAC partner states. Some work was also done at the EAC Secretariat, as well as limited engagement with the EABC. Its purpose is to promote intra-and inter-regional tourism through advocacy, joint marketing, facilitating access to finance and risk management services, skills development, research, and information sharing.

The EATP programme has the following strategic objectives:

- To reduce obstacles to inter-and intra-regional tourism;
- To promote intra-and inter-regional tourism through joint marketing approaches;
- To facilitate continuous skills development within the tourism sector;
- To promote harmonised standards for the codes of conduct in tourism facilities and services;
- To facilitate access to finance and risk management services; and
- To share information and promote networking opportunities.

The successes of the EATP include:

- *Standing:* The EAC's Ministries of Tourism, Wildlife, Trade, and Transport, the EAC Secretariat, the Northern Corridor Integration Projects and the EABC recognise the EATP as the regional private sector voice for tourism. It is formally invited to provide input into regional negotiations.

It is worth noting that EATP is represented on the EABC Board, as well as the Northern Corridor Integration Projects Tourism and Immigration Cluster, Kenya's Presidential Roundtable and the Sectoral Council on Tourism and Wildlife Management and has participated in all bilateral and tripartite tourism interventions. This shows that multiple levels of advocacy entry points and relationships strengthen lobbying efforts and in this case has resulted in the high recognition and the successes of the platform.

- *Advocacy:* The advocacy work regarding the single tourist visa within the Northern Corridor Integration Projects Tourism and Immigration Cluster, and the use of national identity cards as travel documents, resulted in their adoption in July 2013 and implementation in January 2014. Progress has also been made on the free movement of tourist service vehicles and personnel between Kenya and Uganda

through a Mutual Recognition Agreement. (Tanzania's accession is experiencing some delays due to an existing bilateral agreement). All the EAC countries are on track to implement the EAC hotel and facilities rating criteria. The Northern Corridor Integration Projects Tourism and Immigration Cluster have given the partner states until June 2016 to complete the rating exercise. The EATP successfully lobbied for the liberalisation of air space in the EAC resulting in Rwanda Air now having direct flights to Kenya JKIA from Entebbe. They also successfully lobbied for the waiver of visas for expatriate residents in the region.

- *Marketing:* The EATP and its members are formally represented on the Joint Tourism Marketing Committee under the Northern Corridor Integration Projects where joint regional and international promotional events, destination training and business-to-business forums are planned and coordinated. Four joint international exhibitions were held under a common logo and tagline where the EATV has been launched before the tourism trade and international media. EATP has also engaged other regional trade blocs, like the Southern African Development Community (SADC), for tourism development and multiregional tourism, as well as individual states like Nigeria. This has led to increased interest in the EAC as a tourist destination for their citizens or add-on for Inter regional tourism.
- *Information sharing and Networking:* The EATP shares relevant information with stakeholders primarily through social and mainstream media. EATP has featured in numerous media articles and local and continental TV. EATP also facilitated networking and learning sessions amongst the private sector tourism agencies.

2.2.2 EAST AFRICAN STANDARDS PLATFORM (EASP)

The EASP was established in May 2011 within the EABC, in response to the challenges and unnecessary standards related trade barriers being faced by importers and exporters involved in intra-regional trade. A steering committee of 15-20 members was established, and a permanent co-ordinator was appointed to the EABC.

The EASP has the following strategic objectives:

- To persuade and work with the relevant EAC structures towards a common East African Technical Regulation Framework, in order to harmonise the disparities in technical regulation development and administration that are currently being experienced;
- To facilitate the harmonisation of standards across the region, by presenting private sector needs to the regional technical committees, and by increased and active participation in their development;
- To communicate actively at the Council of Ministers and the EAC Trade, Industry, and Investment Sectoral Council, in order to initiate and implement the necessary changes to the current situation with regard to standards and technical regulations; and
- To actively engage with the East African Standards Committee – as well as its national counterparts – in order to bring about the changes required to enhance intra-regional trade without negating the safety and health aspects of products and services; and
- To keep the business community informed on the progress on harmonisation and how they can and should comply with these standards.

The successes of the EASP include:

- *Standing:* The EASP is recognised by the EAC Secretariat as the regional private sector voice in ongoing standardisation work;
- *Advocacy:* The EASP's advocacy to the East African Standards Committee (EASC) resulted in: a) the prioritised list of standards being developed, harmonised, and revised according to the most heavily-traded goods in the region; b) a combined work plan developed for the Standards Management Committee; and c) the designation of a regional technical committee to implement the work programme. This work resulted in 79 standards being declared as East African Standards in November 2013. The EASC established the East African Standards Technical Regulations Subcommittee to advocate for the development of a regional technical regulations framework; which is a key component of a common market. The platforms also disseminated researched articles on standards in the region.
- *Training:* Stakeholders were trained in how to conduct business and standardisation work within the EAC. Sensitisation workshops regarding ISO certification standards were also conducted, as well as public-private dialogue regarding the age limits on imported vehicles; and
- *Additional support:* TMEA supported an additional staff member appointment to the SQMT office at the EAC, in order to enhance the implementation of EASC decisions. There were strong synergies here between the various programmes implemented by TMEA, especially with the NTBs and Standards work with the public sector.

2.2.3 EAST AFRICAN PROFESSIONAL SERVICES SECTOR PLATFORM (EAPSP)

The East African Professional Services Platform was established in June 2012 in recognition of the specific needs and unique contribution made to regional integration by the various professions active in the region. As such, the platform focused on the following professions: accounting, architecture, engineering, legal, marketing and advertising. The regional EAPSP's mission was to "...ensure a single, integrated, and vibrant market for professional services in East Africa."

The strategic objectives of the platform were twofold:

- *Policy level:* To address the outstanding regulatory barriers to the operation of a single, regional professional services market; and
- *Firm level:* To support the ability of firms to take advantage of new regional opportunities, by assisting with linking professional service providers both to each other and to clients from across the region.

Cross-cutting issues like industry regulation, the process of developing and implementing mutual recognition agreements (MRAs), the dissemination of market information, and financing for education are experienced in all five of the EAC partner states. The platform was designed to address these issues during the lifespan of the TMEA support programme.

The successes of the EAPSP platform included:

- *Standing:* The EAC and its committees recognised the EAPSP as the forum under which professional services convened and represented the regional voice of this sector.
- *Advocacy:* The EAC Services Expert Group and EAC Partner States were successfully lobbied to revise Annex II and Annex V of the Common Market Protocol (CMP),

specifically to delink these two annexes and to clearly specify each partner state's Mode 4 commitment, in order to address specific issues affecting the services sector. The inaccuracies contained in the CMP would eventually have led to an inability to fully implement its provisions.

- *Advocacy:* The EAC Sectoral Council on Education, Science and Technology, Culture and Sports was successfully lobbied to develop and adopt a mechanism whereby the MRAs can be reviewed and adopted. At the end of the EAPSP project lifespan the EAC Secretariat was in the process of developing such a draft mechanism for consideration and adoption by partner states.
- *Training:* The EAPSP arranged a Professional Services Forum at which 70 participants from various professions were trained on the MRAs, informed on best practice and on negotiating skills. Extensive training was conducted; technical development programmes on MRAs and the movement of people were developed. Training manuals were developed, as well as easy access to information documents.
- *In Partner States:* The Tanzania Private Sector Foundation has set up a services platform, while Uganda and Rwanda have set up professional services contact points. Three MRAs have been established. Numerous MRAs are also under discussion.

3. RESULTS CHAPTER

3.1 Effectiveness

As required by the terms of reference (TOR), the evaluation sought to find out whether the projects interventions achieved their objectives as defined in the projects designs. Specifically, the effectiveness criteria sought to assess the extent to which the defined projects objectives were pursued and achieved, the extent to which any policy changes at a regional level can be attributed to the projects' interventions, and whether such changes would have occurred without these interventions.

TMEA support was used to establish four thematic platforms to be housed at the EABC and one at the Kenya Tourism Federation. Each platform engaged a platform coordinator with other the remainder of TMEA funding then used towards advocacy and lobbying work and preparatory work towards this end.

3.1.1 Assessment of project effectiveness at the output level

Based on the expected outputs identified in the project proposals and monitoring plans, the evaluation shows that the thematic platforms under review have achieved nearly all of their outputs. This is a strong testament to the effective programme design at the TMEA level and the strength of the choices of implementing partners. While the initial vision for the platforms was that they would become standalone and independent, the symbiotic relationship between the EABC, the EASP, and the EAPSP has meant that the work of these two platforms and the EABC itself has benefitted from the interventions. This has allowed for successes beyond the anticipated results. (The EABC is the subject of a separate report, which formed part of the broader evaluation.)

(The outputs and activities for each platform are listed in the Annex.)

Where activities were incomplete, as in the case of the EASP, where the technical subcommittee was established but partner states failed to second staff, the reasons were mostly beyond the control of the platform. The EAPSP failed to do a membership survey but this was funding-related. This theme recurs throughout the entire evaluation, with partner states reporting delays or lack of implementation due to the unpredictable and inconsistent disbursements of funds from TMEA. In some cases the delays were due to incorrect procedures followed by partners or difficulty in understanding requirements for disbursements to be affected. Alongside a general recommendation on M&E training for partners, TMEA should ensure at the outset of a project that there is a depth of understanding regarding funding disbursement processes.

3.1.2 Assessment of project effectiveness at outcomes level

The evaluation has found that a number of key outcomes would not have been achieved without the active and consistent lobbying activities of the platforms. These include the review of the Common Market Protocol in terms of the services sector, in which all three of these platforms have strong interests.

While there has been work at the national level within the partner states with regard to the standardisation of products, the input from the EASP around focussing on the products that are most frequently traded, both as determined by trade statistics and work with the private sector, has brought vision and focus to the standards work at the regional level. Creating a space within which professional services MRAs could be adopted and implemented has meant that individual industry efforts now receive institutionalised recognition. Furthermore, the active and persistent lobbying work of the EATP contributed to immigration and visa facilitation reforms that then led to the single tourist visa and use of national identity cards as travel documents under the Northern Corridor Integration Projects, which should ultimately impact on tourism receipts.

3.2 Impact

The evaluation sought to assess the positive and negative, and the intended and unintended long-term effects of the three platforms under review. There are a number of specific examples that were given during the interviews for this evaluation that demonstrated the successes of the platforms in advocating on behalf of the private sector in the region. This shows that it is possible to achieve concrete improvements in the business environment within the region and to facilitate trade through focussed, well-researched advocacy campaigns.

The intended impact of the platforms was to give specific private sector interests in regional integration a strong advocacy voice at the EAC Secretariat, as well as at a national level. Furthermore, having the various platforms address specific issues meant that targeted campaigns could be launched. The quality of the TMEA assistance was such that the platforms were also able to give expert advice and direction to processes either advocated for by the platforms or ongoing processes at the EAC.

The impact of the EAPSP was in the form of evidence-based submissions made to the EAC Secretariat to delink Annex V and Annex II of the Common Market Protocol. This formed the basis of the EAPSP advocacy work over the next two years, which then resulted in the establishment of a mechanism whereby MRAs can be adopted, implemented and regulated by partner states.

Through evidence-based research, the EASP could narrow the focus of the harmonisation

task to ensure that only the most relevant products to the private sector as well as the twenty most traded products based on regional trade statistics were looked at in terms of their standardisation and regulation. This made the work both feasible and relevant. Having uniform standards in place for 79 products has improved the competitiveness of the region by allowing these products to be certified and traded more easily in the region and beyond.

The impact of the EATP was that the region has made significant progress on immigration and visa facilitation reforms that enhanced free movement of people in the region, and that tourism is recognised as a significant economic activity and income earner for the region. The single tourist visa and use of national identity cards as travel documents (Kenya, Uganda and Rwanda) will likely increase intra and inter-regional tourism, tourism arrivals and receipts. There is also the recognition that marketing East Africa as a single tourist destination could be more beneficial than each partner state acting in isolation.

The unintended positive impact of two of the platforms, namely the EASP and the EAPSP, is that they both strengthened the EABC (as well as the individual industry associations). Having the two co-ordinators of the two platforms at the EABC meant that they were able to impact positively on the overall work of the EABC and also attract new members to the organisation. The EABC has previously been focused on sourcing members from the manufacturing (goods) sector, however, the exposure to the private sector in the services sectors via the platform work, resulted in new members joining the EABC who previously saw no benefit in doing so. Where the EABC needed input and capacity-building on the EAC standards negotiations, the co-ordinators could easily assist and give guidance. In the same vein, the EATP has contributed to the Kenya Tourism Federation (KTF) where it is housed and by extension the Kenya Private Sector Alliance. KEPSA has recently published an article on the contributions made by tourism to the Kenyan and regional economies, clearly showing the benefit of working closely with the EATP³. This work will in turn strengthen EATP, in terms of their evidence-based advocacy work going forward.

An unintended positive impact of the work done by the EATP is that the EAC Tourism and Wildlife Management Protocol was approved by Burundi, Kenya, Rwanda and Uganda. The Protocol is expected to provide a legal framework and co-ordinate future tourism development in the region. The knock-on effect of advocacy campaigns can often be significant but they are difficult to measure. There was a further unintended impact in that the EATP has become a significant partner of the EAC Secretariat and is invited to give input whenever there are issues to discuss that could affect tourism. The EATP has made a number of submissions in this regard already.

The unintended negative impact is that the platforms created the expectation amongst private sector stakeholders that the voice developed and supported at the EABC would continue. However, the professional associations had to continue the work on MRAs and advocacy at the EAC level without the support of the platform. Without an explicit exit strategy and without any seamless continuation of support, the professional societies feel that they have been let down. It is, therefore, critical that TMEA makes a funding decision very soon as gains made could be lost and any future work might have to start over and work redone.

There is a definite positive impact on business competitiveness from all three platforms. The development of uniform standards for 79 products in the region will increase competitiveness in intra-regional trade as well as trade with third-party countries. Having MRAs that can be implemented and regulated for a variety of professions means that the

³ Please contact KEPSA www.kepsa.or.ke

region becomes competitive in attracting high-calibre professionals to areas of need in an effective manner. The cost and ease of movement of people through the EAC, as businesspeople or tourists, further improves business competitiveness. Ongoing work in these areas can only result in additional gains.

3.3 Relevance

The evaluation sought to establish whether the regional platforms project is consistent with TMEA policies and priorities as defined in the old TOC, and the extent to which the project responded to the evolving economic needs at both a national and regional level.

The assessment shows that the project was anchored under the TMEA PSO and CSO programme; itself derived from TMEA’s overall goal in the old TOC. This was defined as providing support to EAC countries to improve their trade competitiveness through increased market access, an enhanced trade environment, and improvements in the quality and price of their products. Specific project support – as part of the overall support to PSOs in the EAC region – was anchored under strategic outcome 3, which focussed on supporting the private sector organisations in positively influencing RI policies and practices for growth in trade.

The assessment specifically found that the three platforms’ interventions cut across other outcomes of TMEA’s old TOC (especially strategic outcome 3) and all three strategic outcomes of TMEA’s new TOC (as summarised in Table 1, below).

Old Theory of Change Strategic Outcomes	New Theory of Change Strategic Outcomes
<ol style="list-style-type: none"> 1. Reduction in transport and related costs along the key corridors 2. Increased implementation of regional integration policy 3. Private sector and civil society positively influence regional integration policies and practices for growth in trade 	<ol style="list-style-type: none"> 1. Increased physical access to markets 2. Enhanced trade environment 3. Improved business competitiveness

The EASP and the EAPSP were specifically created to engage with the EAC system in order to promote its work in terms of the CMP. Reviewing the CMP to iron out issues of concern in terms of the regional standards and the professional services has meant that these two platforms have strongly contributed to the trade and development policies of the EAC. Some work is now being translated and implemented at the national level, and this is a critical phase for the sustainability of the two platforms.

The EATP took a collaborative and participatory approach with higher engagement level with national ministries responsible for tourism, wildlife, trade, immigration and transport development thus seeking concurrence on issues and that level for easier agreement at the regional level. This enhanced ownership, strengthened national level dialogue, as direct benefits at “grassroots” level are perceived to be more direct. It therefore made sense for the EATP to sit in a partner state with regular visits to other partner states, rather than at the EABC in Arusha. Its work still contributed to trade and development policies at the Sectoral Council on Tourism and Wildlife Management.

The three platforms under review form part of a number of platforms launched by TMEA and as such show good synergies with other work by TMEA. TMEA has a strong focus on promoting regional integration, and the three platforms discussed here all contributed to a more integrated East Africa.

There is some overlap and synergies with the work of a number of donors and the three platforms were able to attract additional funding from amongst others, the International Trade Centre (ITC), GIZ, the World Bank, and others. GIZ, specifically, has strong synergies with TMEA as it also seeks to promote regional integration. The platform work was also predominantly complementary and did not distract from or duplicate other ongoing work. For instance, under the EAPSP, TMEA funded the platform and its coordinator, whereas the International Trade Centre (ITC) and GIZ made a review of the state of implementation of the Engineering MRA. This review again led to promotional materials published by the EABC. EATP also managed to get funding from Visa International to support its access to finance and risk management strategic objective.

3.4 Efficiency

The evaluation’s efficiency criterion looked at the VFM aspect of the project. In this respect, the evaluation sought to assess whether the interventions were justified based on the number of inputs supported through TMEA, and whether the platforms could have achieved the same results with fewer inputs (including the financial resources used for the project’s interventions). Based on these considerations, the projects value-for-money are rated as high. The platforms recorded achievements against all key output areas, which demonstrates that TMEA’s funding was well-spent.

The three different project costs are set out in the following table:

PROJECT	BUDGET	TIMEFRAME
East African Tourism Platform	US\$ 348,065	April 2012 – August 2014
East African Standards Platform	US\$ 307,999	June 2012 – June 2014
East African Professional Services Platform	US\$ 266,000	June 2013 – June 2014

The efficiency of the three platforms lies in the fact that almost all of the planned activities were executed and full budgets were used in this regard. The three platforms were all lean organisations with one permanent coordinator and unpaid steering committee members. Having the two platforms (EASP and EAPSP) based in Arusha also meant that there was easy access to the EAC Secretariat with minimal travel costs for regular meetings. However, other costs for travel and meetings with stakeholders were high and occurred less frequently.

The limited budget also did not allow for many stakeholder meetings, as any such meetings would necessitate extensive travel by stakeholders in the various partner states. The meetings that were held were therefore very efficient in managing to propel the agenda of the platforms forward. The platforms engaged other donors for top-up funding for certain events, which was an efficient way of encouraging stakeholder meetings and ensuring synergies across the work of the various donors active in the field. There could, perhaps, be more formal donor coordination efforts at the EABC to support the work of the platforms.

It is, therefore, recommended that if TMEA continues to support the platforms at the EABC, then further work needs be done in exploring the use of online communication platforms and virtual meetings (for some groups), so as to reduce the expenses related to travel and meetings. This could include the exploration of cost-sharing models with members who are in a position to cover some of their own expenses when participating in EABC activities. The intense travel schedule of EABC and platform staff is a challenge that requires ongoing

monitoring and the exploration of options that could minimise the negative impact on the day-to-day work of the platforms.

The appointed platform co-ordinators were good choices, as the individuals made strong impressions with their knowledge of their subject, of the EAC and its processes, as well as the private sector climate within which they had to operate. Some seemed frustrated by the slow processes of TMEA in terms of the approval of proposals and the disbursements of funds. This points to efficient project managers that have had to deal with processes beyond their control.

The platforms at the EABC implemented a number of steps that corroborated the finding that the project demonstrates VFM:

- The platforms employed those with the technical expertise to implement the project on a contract basis, thus minimising the use of external consultants (which is a more expensive option);
- The platform co-ordinators technical advice to the ongoing work at the EABC, meaning that TMEA not only supported the work of the platforms but indirectly supported the EABC through capacity as well.

4. PROJECT APPROACH – Sustainability and Scaling-Up

The evaluation sought to assess the likelihood of the realised project benefits continuing after TMEA's support has ended.

The impacts achieved by the three platforms under discussion are all likely to have lasting impact on the partner states of the EAC.

The initial thought behind the establishment of the platforms was that they would grow into standalone, self-sufficient organisations, and having them based at the EABC has been to the benefit of both the platforms and the EABC. It is unrealistic to expect a new construct like a platform to be able to develop income-generating projects within a two-year period and still work towards a host of expected outcomes and impacts. The platforms were supported as pilot projects and, whilst being recognised as such, TMEA should guard against initiating a programme that will become unsustainable in the absence of further support. The EAPSP has shown that without continued support from TMEA, the platform has become inactive and was not able to source alternative funding. Again, closer cooperation and communication with other donors could well have resulted in other support for the EAPSP, but an over-reliance and anticipation of TMEA funding remained. In the absence of follow-up funding for the EAPSP, the money already spent could very well have been wasted if consolidation efforts are not stepped up. Although some of the deskwork is continuing at the EABC, there is no natural unifying voice for the professional services in the EAC and they rely on the one created by TMEA.

The sustainability of the three platforms under discussion and the potential to scale-up all differ, and hence the three platforms will be discussed separately.

4.1 East African Tourism Platform

The EATP has already secured funding for another phase from TMEA. However, it is necessary to make a longer-term commitment for support or actively work with the platform to secure funding for the future. There is great need to scale-up the work at this platform, as the on-going work at regional level seems comprehensive and sufficient.

However, there is need to develop and support national programmes that enhance each partner state's tourism industry while mainstreaming regional integration as a cross-cutting issue. This will improve coordination of EAC activities and implementation of commitments, and provide an opportunity for better planning, budgeting and M&E for EAC issues in the tourism sector.

4.2 East African Standards Platform

Much like the EATP, the EASP has also secured funding for a second phase of the project and has enjoyed continuous successes with the EACs and EASC in the continuation of work on uniform standards. Work with national bureau of standards – which is a critical component of the implementation of the new EAC standards – has proven to be more difficult, however, and might need additional support from TMEA (perhaps through the national programmes in order to complement regional work). It will necessitate a strong national presence that can only be facilitated within the national programmes. The work will also need strong capacity building of the national bureaus in order for them to be able to certify products and issue documentation to this effect.

4.3 East African Professional Services Platform

This platform has suffered from the unpredictability of funding and, despite being given assurances that a second phase does fit within the new TMEA TOC and that the successes of the platform have been well noted, the platform has not received any more funding from TMEA. There is, however, commitment at TMEA to the EAPSP and the continuation of the work with funding currently being sought to revive the platform. There is a whole host of steps that still need to be taken and advocated for before the EAC could boast of an integrated professional services market. There are also a number of professions that were not brought into the original work of the platform that could benefit from some assistance.

5. FUTURE DIRECTION – Lessons Learnt and Recommendations

The evaluation sought to assess the lessons that are relevant to sustaining the achieved project benefits in a post-TMEA period. The findings show that:

- Business associations and their apex organisations still rely heavily on the support of businesses in the manufacturing industries, as their needs are well-understood (in terms of goods crossing the border, etc.). The platforms have played a critical role in drawing the services industries to the EABC. By demonstrating the importance of services within the CMP and creating opportunities for engagement between these sectors and the EAC, the platforms have been able to attract more members to the EABC. They have also, in so doing, raised awareness of the EAC amongst the services business owners, as well as the owners' understanding of the critical role played by the services industry and the opportunities available if the sectors are integrated.
- Private sector advocacy work that is understood to come from a reputable organisation with recognition, like that of the EABC, can have a significant impact on negotiations at a regional level. As the private sector is mostly operational within partner states, they can then play an important role in agitating governments to implement principles and agreements that have been agreed upon on a regional basis.
- Having the platforms at the EABC (except for the EATP) has meant that the EABC has been strengthened and has been able to increase its stature and voice within the EAC. Membership numbers have grown since the introduction of the platforms.
- Sector-specific associations or platforms can also play a greater role in advocacy as it is very targeted, direct and is less easily lost in the myriad of other sectors and lobbying efforts at the EAC.
- The strengthening of the regional business organisation, whether through platforms or otherwise, has a positive impact on regional integration. The platform work under review has shown that the inconsistencies noted within the CMP would not have been ironed out if it were not for the advocacy work done by the platforms.
- Regional integration can sometimes become bogged down if one partner state delays processes. In the EAC, the Northern Corridor Integration Projects framework has proven effective in progressing the integration agenda. With strong advocacy efforts from the EATP, the single tourist visa, use of national identity cards and joint destination marketing has now become a reality in three partner states with the remaining two able to come on board as soon as they are ready. Working with such initiatives can yield quick and strong results.
- Carving out a realistic amount of work in terms of regional integration can have a far more beneficial impact than unrealistic deadlines set for a large body of work. In the case of standards, the EASP managed to identify the most important products traded in the region and offered this list to the EAC Secretariat as a minimum starting point. Having a limited list of prioritised products to deal with allowed the committees to work quickly and not become delayed by industry and product standards that are of little relevance to the region.
- Government bureaucracies can hamper platform work, as was the case with the EASP, where the technical subcommittee was established but partner states failed

to second staff to it. This has had a negative impact on the anticipated platform outcomes.

Based on the findings, the evaluation makes the following recommendations:

- The platforms should be housed within relevant organisations, and there should be no expectations that a new construct or institution will be able to become independent within a two-year period. If the platforms were to stand independently of the EABC there would be an unhealthy competition for members and their membership fees. It is, therefore, recommended that the platforms remain housed at the EABC and KTF for mutual benefit.
- The platforms have been very successful in advocating for very specific issues at the EAC Secretariat and in partner states. This model should be replicated if certain sectors or issues become of critical importance to the integration agenda. One could anticipate the need for an investment platform or an energy platform.
- It is strongly recommended that TMEA clears the way and secures further funding for the EAPSP in order to consolidate the gains made thus far within the professional services sector. In particular, the ongoing work should focus on the MRA and their implementation within the EAC framework. Once the existing MRAs show signs of successful implementation, the platform can initiate MRAs in other professions. Continuous advocacy work at the EAC is necessary in order to highlight the importance of skills shortages in the region and how the free movement of professionals can contribute to regional integration.
- TMEA national programmes/country offices should engage with the EASP to determine how best to take forward the implementation of the new EAC standards and how to capacitate the national bureaus of standards in their implementation and certification processes in a complementary fashion.
- TMEA national programmes/country offices should engage with the EATP to develop and support national programmes that enhance each partner state's tourism industry while mainstreaming regional integration as a cross-cutting issue. This will improve coordination of EAC activities and implementation of commitments, and provide an opportunity for better planning, budgeting and M&E for EAC issues in the tourism sector.
- There should be expanded engagement within the Northern and Central Corridor and upcoming Central Corridor to fast track/deepen integration.

6. REFERENCES and APPENDICES

7.1 EATP End of Project Analysis

EATP END OF PROJECT ANALYSIS	
Activities planned and accomplished	<ul style="list-style-type: none"> • Immigration and visa facilitation reforms - a single tourist visa and use of national identify cards as travel documents under the Northern Corridor Integration Projects (Tourism and Immigration Cluster) was achieved. It is expected that visa- free travel for foreign residents and e-visa services will be achieved in the next phase. • An EAC tourism website and guide for use by all EAC partner states. The guide and website have been launched in different forums regionally and internationally. • An EAC harmonised set of criteria for the classification of hotels, restaurants and other tourist sites has been completed and gazetted. In addition, assessors who have been trained under the EAC Secretariat and are co-ordinating the classification exercise focusing on hotels, restaurants, and other tourism facilities in partner states. The classification exercises are on-going and are expected to be completed by June 2016. In Kenya, 18 assessors have already been trained. • Joint marketing and promotion of EAC as single tourist destination is ongoing. In this regard, the Northern Corridor integration projects countries are now participating in international trade fairs and exhibitions under one roof, tagline and logo, while maintaining their national brands. • An EAC day is held after each international tourism event, during which joint ministerial press statements are issued before international media and tourist trade focusing on key thematic areas such as security and risk management, poaching and illegal trade of wildlife products, infrastructure advancements and policy reforms aimed at enhancing EAC Tourism's competitiveness. • Under the Northern Corridor integration projects, Kenya Tourism Board (KTB) and Rwanda Development Board (through EATP) has trained 247 travel and tour agents on Kenya and Rwanda's tourism offerings. The activity is aimed at enabling tourism and travel to expand their products offering so as to promote intra-and inter-regional tourism. • In 2013, EATP completed a skills audit. This was aimed at identifying skills gaps and needs for the short, medium and long term in the sector and region. This would then guide academic institutions to review curriculum to address these needs.
Partially accomplished	<ul style="list-style-type: none"> • Fundraising plan and activities - \$90,000 additional funding

activities	<p>received. East Africa Tourism Guide, as self-financing project was rolled out and first publication has distributed 6,000 copies worldwide</p> <ul style="list-style-type: none"> • Membership needs assessment • Public-private dialogue forums • Advocacy committee partially accomplished • Developed interactive social media and website
Activities not executed	<ul style="list-style-type: none"> • Review the status of implementation of EAC criteria for rating establishments in EA. The partner states were not keen on reviewing the same but rather the full implementation of criteria and rating.
Activities accomplished but not planned	<ul style="list-style-type: none"> • Approval of EAC Tourism and Wildlife Management Protocol • At a national level, EATP has helped EAC Tourism Boards build support for their signature national tourism expos such as the <i>Magical Kenya Travel Expo, Karibu Fair, SITE, Kwita Izina</i>. EATP invited participants from EAC countries and facilitated networking events/sessions. • Magical Kenya, for instance, has now been held for the last four years. In 2014, the expo received 30 enquiries from EAC, while it attracted eight exhibitors from Uganda, four from Burundi and 11 from Kenya, as a result of EATP marketing efforts. • Prior to completion, EATP Members are recognised members of the Joint Marketing Committee under the Northern Corridor Integration Projects. EATP is recognised as a key partner and a Memorandum of Understanding is under review to provide a framework for collaboration and participation. • EAC has adopted a joint approach during discussions on international treaties and agreements relevant to wildlife conservation and management under the co-ordination of the EAC Secretariat. EATP co-ordinates the collection of private sector positions for presentation to the EAC Secretariat whenever needed, prior to such discussions. For example, EAC approaches discussions on the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES) as a block, since the trade in all products – including endangered species – has to fall within the Customs Union provisions.

Outcomes	Who or what was expected to change because of this project?	Who or what changed because of this project? Facts/data needed
These outcomes are from the EATP End of Project Document	Platform increases revenue from services	Additional resources to implement more activities
	Enhanced quality of representation	EATP fully recognised and input sought at Sectoral Council and Northern Corridors Integration Projects
	Platform is compliant with the law and its credibility is enhanced	Legal compliance hence legally binding decision making
	Members become increasingly satisfied with services and join EATP	Tourism trade trained are more interest in multicountry packaging
	EATP positively influences EAC and partner states to remove/address obstacles to inter- and intra-regional tourism	Visa and immigration costs, Reduced cost of travel, services and labour
	Improved quality of services and standards in establishments	Destination competitiveness enhanced
	Increased intra-regional Business to Business partnerships by \$ value	Increased partnership to facilitate intra- and inter- regional Tourism
	Uniform trained staff and increased knowledge and uniform service levels in the region	Partially achieved. Only destination training was carried out
	Increase access to electronic payment systems	N/A
	Reduce business and consumer risks	N/A
	Increase awareness of intra- and inter-regional tourism	Increased awareness, hence ability to grow business and service offering via multi-county packaging and sub-contracting within the EAC

7.2 EASP End of Project Analysis

EASP END OF PROJECT ANALYSIS	
Activities planned and accomplished	<ul style="list-style-type: none"> • Prioritisation of East African standards • Harmonisation of East African standards • Adoption of mutual recognition of quality marks • Dissemination of information on standards from the EAC to members
Partially accomplished activities	<ul style="list-style-type: none"> • Technical regulations subcommittee has been approved but not operationalised due to partner states not nominating representatives
Activities not executed	<ul style="list-style-type: none"> • N/A
Activities accomplished but not planned	<ul style="list-style-type: none"> • Participation in the COMESA-EAC-SADC tripartite negotiations
Outcomes	<ul style="list-style-type: none"> • EASC directed the operationalisation of the East African Standards technical regulations subcommittee. Some partner states are yet to nominate their representatives in this committee and have, as such, delayed engagement on the development of a regional technical

	<p>regulations framework.</p> <ul style="list-style-type: none"> • The EAC partner states have variably implemented 55% of the 40 harmonised standards (under TMEA support), while only 5% were implemented across all the partner states. There is therefore a need for all partner states to adopt all the East African Standards. • In comparison to 2012, where only 20 standards were approved and declared as East African Standards, 59 standards were declared in 2013. Out of the 59 East African Standards, 40 were harmonised under TMEA support. This is an improvement of 195%. • In 2012, a two-day regional sensitisation workshop on ISO standards was held with partial support from TMEA. From the evaluation forms participants seemed very impressed with the workshop, especially in terms of having gained knowledge from their peers on the certification processes and its benefits. Furthermore, 25 participants indicated their interest in getting certification on at least one of the standards (ISO 9001, 14000, 22000).
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7.3 EAPSP End of Project Analysis

EAPSP END OF PROJECT ANALYSIS	
Activities planned and accomplished	<ul style="list-style-type: none"> • Steering Committee in place. • Platform launch. • Regional private sector consultative meeting on services integration in the EAC – first presented the option of delinking Annex V and Annex II of the Common Market Protocol (CMP). This formed the basis of the EAPSP advocacy work over the next two years. • Successful advocacy campaigns: Delinking and continuous services negotiations at the EAC and EAC Sectoral Council to establish mechanisms whereby MRAs can be adopted by partner states. • EAC Forum on MRAs. • Legal service bar leaders workshop. • Study on the functioning of MRAs in the EAC.
Partially accomplished activities	<ul style="list-style-type: none"> • Study not disseminated. • Directory of East African Professional Services.
Activities not executed	<ul style="list-style-type: none"> • Membership survey.
Activities accomplished but not	<ul style="list-style-type: none"> • Public-private dialogue on EAC service integration. • Training on Trade in Services, movement of natural persons

planned	<p>and MRAs.</p> <ul style="list-style-type: none"> • Training manual on MRAs. • Easy-to-read materials. • COMESA-EAC-SADC tripartite negotiations.
Outcomes	<ul style="list-style-type: none"> • One regional policy framework on professional services enhanced by 2014 – this outcome has been realised 100% with the sectoral council decision to put a mechanism in place for the review and adoption of MRAs. • Four platform and members' recommendations included in EAC policies and regulations on private sector by 2015 - this outcome has been fully realised. Recommendations adopted include: the need to develop a mechanism for the review and adoption of MRAs; the need to revise the CMP provisions on trade in services; the need to decouple/delink mode 4 movement of natural persons from the movement of workers; and the need to restart trade in services negotiations. All four recommendations have been adopted at a sectoral council level. • Increased evidence to support the platform's advocacy strategy – at least two reports/briefs researched or assessments conducted by 2015. One study on MRAs has been completed; one brief on Tanzanian perspectives on the issue of delinking has been prepared. • Target members sensitised (at least 250 by 2015). This outcome has been fully achieved - the sensitisation activities that were conducted by the platform reached well over 500 members. • Increased cross-regional links by 30%. This outcome was not achieved because the professional services directory has not been developed or launched and hence there is no instrument to track links. • Platform increases organisational sustainability - the platform was successfully able to solicit about 50% more of its budget from other development partners in order to co-fund activities conducted by the platform. The platform also expected to develop income-generating mechanisms with the development of the directory of professional services but this has not yet materialised.

7.4 References

TMEA PSO/CSO Programme; 2011-2013

TMEA Partnership with Business and Civil Society; February 2011

TMEA Old and New Theory of Change

EA Professional Services Sector Platform Strategy; April 2012

EAPSP End of Project Report; June 2014

EA Tourism Platform Strategic Plan; 2012

EA Tourism Platform End of Project Report; 2014

EA Standards Platform Strategic Plan; 2012-2015

EA Standards Platform End of Project Report