

AID-FOR-TRADE CASE STORY

SWEDEN

Trade Policy Training Centre in Africa (Trapca)

Date of submission: 2011-01-17

Region: Africa

Country: Regional Africa

Type: Project. Institutional cooperation between Eastern and Southern African Management Institute (ESAMI) and Lund University. CRS code 33181 (Trade education/training)

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EXECUTIVE SUMMARY

A partnership between the Eastern and Southern African Management Institute (ESAMI) and Lund University, funded by Sida, has fostered the establishment of a recognised African Trade Policy Training Centre (Trapca). Drawing on the respective strengths of its institutional partners Trapca was quickly able to deliver both vocational and accredited academic courses in the trade policy field. This was achieved thanks to extensive preparatory work, local ownership and institutional anchoring, and the level of personal and institutional trust that was established between ESAMI, Lund University and Sida.

ISSUES ADDRESSED

Increased globalisation and liberalisation has brought higher income and improved living conditions for many developing countries through increased participation in the world economy, but not all developing countries have been able to benefit from the large increase in global trade. LDCs are highly dependent on exports and imports of goods and services, but often their integration into the world economy has not improved their economic performance and they are highly dependent on exports of raw materials.

In addition, LDCs and some low-income countries in SSA, have insufficient capacity to fully understand and participate in international trade policy formulation regarding WTO, Economic Partnership Agreements (EPAs) with the European Union (EU), and regional and sub-regional agreements and negotiations. There is limited expertise in the LDCs' government departments and authorities to give support to their negotiators in international trade negotiations and limited capacity to analyse the impact of international trade agreements. In addition, LDCs have limited understanding of the importance of the world trade system; a lack of capacity to establish and run trade related governmental authorities; insufficient knowledge of the world trade regulations in the business community; and few trained trade policy experts, teachers and

researchers at university level.

The Trade Policy Training Centre in Africa (Trapca) is designed to address the above-mentioned issues and to focus on trade policy capacity building in LDCs in a wide sense, providing the LDCs with the ability to access information and use it in an independent analysis of the impact of trade agreements, as well as developing negotiating skills and access to networks in trade policy areas. Other key areas being addressed by Trapca focus on improving trade capacity at the business level. Increased capacity in trade related areas will help the LDCs in implementing international trade agreements. To address these issues Trapca is focussing on capacity building in the areas of trade policy, trade law, negotiation and development.

OBJECTIVES PURSUED

The original overall objective of the Trapca is:

“Enhanced understanding of trade policy issues in the LDCs which will support poverty reduction through better access to foreign markets and integration into the world economy on more beneficial terms for low-income developing countries”.

The programme objective was:

“Increased knowledge/skills in trade policy issues among LDCs and sub-Saharan African stakeholders through the creation and operation of a high quality institution for trade policy training, specifically designed to meet the needs of low-income developing countries”.

To reach this objective four outputs were defined:

- At least 300 government and private sector representatives from LDCs and low-income sub-Saharan African countries trained annually during four years
- Master’s programme, Foundation, Intermediary Courses and an Annual workshop in Trade Policy established
- Network of research and trade information, including a database on trade related resources, established
- Established a forum for trade policy discussions

DESIGN AND IMPLEMENTATION

Trapca was set up as an independent unit within the Eastern and Southern African Management Institute (ESAMI) in Arusha, Tanzania, in 2006. ESAMI is a self-sustained pan-African, intergovernmental management training institute, owned by ten African member states. Lund University, Department of Economics, in Sweden acts as the academic partner. The total budget of the first five-year period (2005-2010) was MSEK 109 provided by Sida (90.2%) and ESAMI (9.8%).

The main target countries for Trapca are the Least Developed Countries, but participants from low-income sub-Saharan African countries, not classified as LDCs, have also been admitted. Trapca stakeholders and target groups are officials in the public sector, graduate students, officials of international and non-governmental organisations and the private sector that are involved in international trade in a broad sense. Training and education would be provided for persons who have, or will have, future positions in trade related institutions and organizations such as:

- Ministries and government agencies related to trade issues
- Regional and international organizations
- Universities
- Private Sector

- Civil society, such as international and national NGOs, trade unions and media

All Trapca courses and programmes are designed for intensive on-site studies at Trapca (boarding school type) where two weeks intensive on-site studies (i.e. 7 - 8 hours daily lectures and exercises during 5-6 days a week) are combined with pre-session and post-session studies and assignments. Such a “two week” course corresponds to 7.5 ECTS credits.

The regular training encompasses the following programmes:

- **Foundation Course:** The foundation course can result in a *Certificate in International Trade and Development (CITD)*. This course includes six modules, including an analytical paper, and runs over four weeks (15ECTS credits). The programme provides a comprehensive grounding in essential knowledge and skills in the international trading system, trade analysis, leadership and international trade negotiations and cooperation. The objective of this course is to make the participants conversant with the multilateral trade policy and regulatory framework. In addition to the CITD courses provided in Arusha (about 4 per year) the first francophone CITD course was given in Yaoundé in Cameroon in December 2008.
- **Specialised Short Courses, Intermediate Level:** The specialized short courses can lead to a *Post-Graduate Diploma in International Trade Policy and Trade Law, Intermediate Level*. To achieve this diploma requires that three basic courses and three elective courses of two weeks intensive studies each (7.5 ECTS) are completed as well as a research paper (7.5 ECTS). The basic courses build on the CITD courses but are more advanced. The elective courses introduce subjects such as trade remedies and dispute settlement, trade, environment, human rights and labour, TRIPS and competition policy, investment and trade facilitation, trade in agriculture, trade in services, trade policy, gender and poverty alleviation, south-south regional integration and strategic management in trade.
- **Specialised Courses, Advanced Level, see below under Master of Science programme**
- **The Master of Science Programme in Trade Policy and Trade Law:** The Master programme is designed as a two-year part time programme and includes 10 study modules (7.5 ECTS each) and a Master's thesis (15 ECTS), i.e. in total 90 ECTS. The way the programme is designed qualifies the students for a Master of Science degree (One year, 60 ECTS) and as a rule also a parallel *Executive Master's Diploma in International Trade Policy and Trade Law*. The MSc programme and the Executive Master Programme are accredited by Lund University. Students who have successfully completed at least 5 Specialised Courses, Advanced Level can graduate with a *Post-Graduate Diploma in International Trade Policy and Trade Law, Advanced Level*.

Trapca is relying on a global faculty of 55 - 60 resource persons to deliver the training. They are mainly from LDCs and low-income sub-Saharan African countries but also include other persons with direct practical experience in trade negotiations and international experts. Trapca cooperates with several regional and global trade-related organisations and also with academic and research institutions within and outside Africa in partnerships and in the provision of expertise. Trapca organises an Annual Conference and a Trade Policy Research Forum as an important part of the general networking and marketing for Trapca in addition to outreach to the African Regional Economic Communities and business.

Trapca is supported and monitored in a number of ways. The Board of Directors is providing the direction on policy and strategic development and has oversight and control of the budget. The Academic Advisory Council provides support to the development of training and facilitates the networking with suitable experts that can serve as teachers. A monitoring team has followed the projects since its inception. A mid-term review was produced by external consultants in 2009.

PROBLEMS ENCOUNTERED

The original aim for Trapca was to be self-sustained after the initial phase, with resources coming mainly from participants' fees, staff consultancy service and contributions from ESAMI member states. However, this has proved unrealistic. Without grant funding from Sida, Trapca may well be in a position to survive as a sub-unit of ESAMI, but it would have to focus on attracting paying participants. Since such participants are likely to come from countries with higher income levels, course contents may have to change to reflect issues that are relevant to these countries. It would be difficult for Trapca to continue targeting professionals from LDCs and low income SSA countries, with priority given to women, since they are not expected to be able to afford paying the tuition fees.

As a consequence, Sida is considering extending its support to Trapca to allow more time for developing a sustainable business model, which includes alternative sources of funding. Such alternatives may include pan-African or regional bodies or other donors/multilateral organisations. Preserving the neutrality of Trapca is a key concern.

FACTORS FOR SUCCESS

The planning of the programme lasted five years reflecting a careful and participatory approach whereby Sida, assisted by external consultants, established cooperation with ESAMI, Arusha, to establish Trapca. A MoU was signed between ESAMI and Lund University, who jointly submitted the project proposal to Sida. Lund University as the Swedish partner was to be responsible for the content and quality of academic procedures. Discussions held with the LDC group representatives, the Geneva based trade agencies and academic institutions further added to the openness and transparency of the process. Selection of location, regional partner, and the Swedish academic partner were all based on objective criteria though no formal tender procedure was carried out.

The result was the establishment of a unique programme in that it, through a demand driven and flexible approach, caters for the general vocational training and academic education needs within the areas of international trade policy and trade law in an LDC context. By having ESAMI as partner and owner the anchoring of the potential future autonomous centre is in the hands of a regional institution that already has solid and successful experience in developing and managing academic education. The regional nature of ESAMI further escapes the local bias that an anchoring with a national educational institution may lead to.

RESULTS ACHIEVED

Trapca delivered the following outputs over the period 2007-2009:

	2007	2008	2009	2010
Foundation courses	10	4	4	5
Specialised short courses:				
a. Intermediate level	10	10	6	7
b. Advanced level	0	0	2	9
Other short courses	1	2	4	6
Masters intake	250 qualified applications 24 students enrolled	1400 applicants 24 students enrolled	No intake to Masters education	No intake to Masters education
Graduation	-	-	22 Diploma (intermediate) 7 Diploma (advanced) 15 MSc	14 Diploma (intermediate) 29 Diploma (advanced) 14 MSc
Outreach	Annual conference	Annual conference Trade policy forum	Annual conference Trade policy forum	Annual conference Trade policy research forum Regional Integration Forum Policy Forum for CEOs

In total Trapca enrolled 617 participants/students in its various courses and programmes during 2010. There was no intake of MSc students during 2009 and 2010 in view of the fact that the agreement with Sida was coming to an end in 2010 and is now renegotiated. However, Trapca has continued its education on the advanced level that leads to a Master degree by issuing the *advanced level specialized courses* in the MSc programme as individual advanced level courses that eventually can lead to an MSc degree and an Executive Master diploma in International Trade Policy and Trade Law after completing a Master thesis.

The actual results achieved in terms of the number of qualified students applying for short term introductory, intermediate courses, or the long term Master's programme has exceeded by a factor of three, the planned targets for Trapca. The target on gender was a 50/50 mix for students; it has not yet been fully achieved, but progress in the right direction is visible attaining 40/60 mix in favour of males. Trapca also has gender ambitions as regards the faculty and for 2010 the rate of female resource persons amounts to slightly below 20 per cent.

It is too early to systematically analyse the impact of Trapca's activities, considering that the first groups of Master graduated only recently. One somewhat unplanned impact that is already noticeable is the impact Trapca has had on the lecturers. By providing an institutional philosophy and pedagogical approaches manual to its resource staff and by closely mentoring staff, Trapca has contributed to an expansion of the pool of resource persons that can be used to build capacity in trade-related issues in Sub-Saharan Africa.

LESSONS LEARNED

The Trapca experience shows that it is possible to translate an initial idea to an internationally accepted centre of academic excellence in a relatively short period of time. There are some lessons to be drawn from this experience:

1. **Ownership.** The suggestion to make a contribution to the enhancement of the LDCs' capacity in the area of trade policy was initially raised during the third UN Conference for the Least Developed Countries. As Chair of the European Union during the first half of 2001, Sweden was the host for the conference. During the conference the weakness of the LDCs in trade policy issues was apparent and this capacity gap generated the idea to investigate the possibilities to establish a trade policy training institution in an LDC. From its inception the process has focused on ensuring local ownership.
2. **Preparatory work.** The preparatory process lasted for around three years, was given a separate budget by Sida and involved work on both the Swedish and LDC side. It was necessary to promote the idea and gain support within the Swedish administration. A high-profile African consultant was engaged to undertake a pre-feasibility study, which involved discussions with several LDC representatives. In 2005, ESAMI, University of Lund and Sida visited Geneva and carried out individual meetings, a workshop and an LFA analysis with relevant developing countries' stakeholders LDC officials, international agencies, civil society organisations and academic institutions active in the area of trade and development to seek endorsement for the new institution.
3. **Local implementation.** ESAMI was early on identified as a suitable local partner and expressed their interest to take over the responsibility for the establishment of the new institution for trade policy training. The location of Trapca in Sub-Saharan Africa adds to the credibility of the institution and provides opportunities for relevant networking. It also helps in attracting both local and international academics to provide the courses.
4. **Trust.** Sida has the ambition to be a neutral provider of trade-related assistance. The aim is to develop local capacity so that countries can identify their own needs and priorities. This attitude helps to build an important element of trust. In the Trapca case, trust was further fortified by the continuous participation of the key individuals driving the project at Trapca, Lund University and Trapca and the attitude of respect that reigned in the core project group. Lund University could also bring experience from having previously worked with masters' courses the development and execution of a joint sandwich programme together with the University of Dar es Salaam in Tanzania.

CONCLUSION (applicability to other programmes)

Developing trade related capacities depend on individual efforts. One of the key problems with many trade-related donor interventions is that they struggle to overcome national and regional capacity constraints. A long-term view is needed, whereby human capabilities are developed among administrations and stakeholders in Sub-Saharan Africa and LDCs. Trapca addresses this issue. However, in order to be effective, the individuals being trained at Trapca have to be put to productive use and offered attractive working environments. This hinges on administrative reforms related to trade policy formulation and administration in regional bodies and national administrations, which requires local leadership and donor support.

Training people is not only an end in itself; it is also a potential capacity development for the institution in charge of the training. Working through an African institution and using African expertise as in the Trapca case produces larger effects in terms of networking and promoting academic standards that go beyond the

training itself. The challenge is to make the effort financially sustainable, considering the limited means available in LDCs and low-income countries.

The North - South partnership between ESAMI and Lund University has been based on the advantages of each institution. This has meant that Trapca's credibility as an academic institution was given an immediate legitimacy from ESAMI's strong African presence and credentials. On the other hand Lund University as the academic anchor institution provided the academic accreditation and international networks.

It is possible with international goodwill and financial resources to establish a high quality academic programme within beneficiary regions. This provides a low-cost option to capacity and institution building.

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