



USAID
FROM THE AMERICAN PEOPLE

TCBOOST

SUPPORTING TRADE CAPACITY BUILDING WORLDWIDE

FINAL REPORT

December 2012

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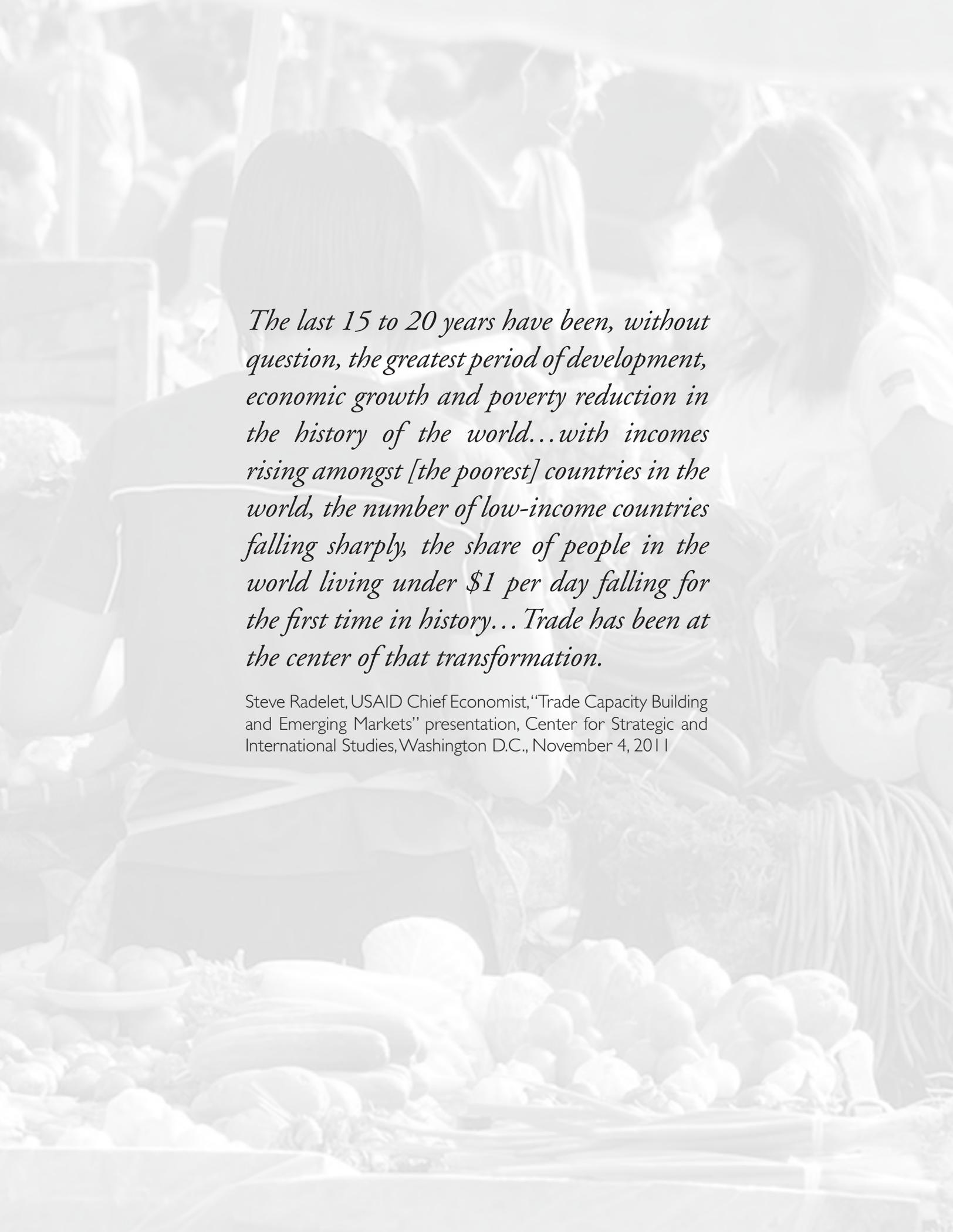
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ACRONYMS

AEO	Authorized economic operator	E3	Bureau for Economic Growth, Education and the Environment (formerly EGAT)
AGOA	African Growth and Opportunity Act	EAC	East African Community
AME	Asia and Middle East	ECOWAS	Economic Community of West African States
APEC	Asia-Pacific Economic Cooperation	EGAT	Bureau for Economic Growth, Agriculture and Trade
ASEAN	Association of Southeast Asian Nations	FDA	Food and Drug Administration
ASW	ASEAN Single Window	FAO	Food and Agriculture Organization of the United Nations
AU	African Union	FRP	Fiscal Reform Program (Jordan)
BEAM	Business Environments for Agile Markets	GITC	Ghana International Trade Commission
BizCLIR	Business Climate Legal and Institutional Reform	GLP	Good Laboratory Practices
BIZTAR	Business Regulatory and Tax Administration Reform	GTAP	Global Trade Analysis Project
BRIC	Brazil, Russia, India, China	IDB	Inter-American Development Bank
CAFTA-DR	Central America-Dominican Republic Free Trade Agreement	ICT	Information and communication technology
CCN	Cooperating-country national	ISABU	Institut des Sciences Agronomiques du Burundi
CDS	Corridor diagnostic study	ISO	International Organization for Standardization
COMESA	Common Market for Eastern and Southern Africa	ITAC	International Trade Administration Commission
COMPETE	Competitiveness and Trade Expansion Program	JICA	Japan International Cooperation Agency
COP	Chief of Party	JOBS	Job Opportunities for the Business Sector
COR	Contracting Officer's Representative	LAC	Latin America and Caribbean
DAI	Development Alternatives Inc.	LOE	Level of effort
DEC	Development Experience Clearinghouse		
DFID	Department for International Development (United Kingdom)		
DLI	Development Leadership Initiative		

MARKETS	Maximizing Agricultural Revenue and Key Enterprises in Target Sites (Nigeria)	SWOT	Strengths, weaknesses, opportunities, and threats
MCC	Millennium Challenge Corporation	TAB	Tariff Advisory Board (Ghana)
NEEP	Nigeria Expanded Exports Program	TATF	Technical Assistance and Training Facility
NEXTT	Nigeria Expanded Trade and Transport Program	TCB	Trade capacity building
NSW	National single window	TCBoost	Worldwide Support for Trade Capacity Building
OECD	Organization for Economic Cooperation and Development	TCN	Third-country national
PCA	Post-clearance audit	TFI	Trade facilitation impact
PDR	People's Democratic Republic (Lao)	TKC	Trans-Kalahari Corridor
PTF	Partnership for Trade Facilitation	UNOPS	U.N. Office for Project Services
SACU	Southern African Customs Union	USCBP	U.S. Customs and Border Protection
SADC	Southern African Development Community	USDOC	U.S. Department of Commerce
SCPEC	State Commission for the Protection of Economic Competition (Armenia)	USAID	U.S. Agency for International Development
SMEs	Small and medium-sized enterprises	USITC	U.S. International Trade Commission
SPS	Sanitary and phytosanitary	USTR	Office of the U.S. Trade Representative
		WCO	World Customs Organization
		WTO	World Trade Organization



The last 15 to 20 years have been, without question, the greatest period of development, economic growth and poverty reduction in the history of the world...with incomes rising amongst [the poorest] countries in the world, the number of low-income countries falling sharply, the share of people in the world living under \$1 per day falling for the first time in history... Trade has been at the center of that transformation.

Steve Radelet, USAID Chief Economist, "Trade Capacity Building and Emerging Markets" presentation, Center for Strategic and International Studies, Washington D.C., November 4, 2011

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INTRODUCTION

For more than 40 years, the U.S. Agency for International Development (USAID) and its partners have recognized that building developing countries' capacity to trade can alleviate poverty, improve governance, and make business more efficient and transparent. The U.S. Government invested more than \$1 billion in trade capacity building (TCB) in fiscal 2011 alone, maintaining its rank as the largest bilateral donor of such assistance—and the investment is paying off. A recent evaluation of USAID-funded TCB programs implemented between 1999 and 2009 found that each additional dollar of TCB assistance yielded a predictive \$42 in the value of developing country exports two years later, a value eventually amplified in the form of jobs and economic growth.¹ The assistance has also yielded tools, best practices, and lessons learned that can further empower developing countries seeking to benefit from efficient and diversified trade. To capture and build on this wealth of knowledge, the Bureau for Economic Growth, Agriculture and Trade (EGAT),² Washington, D.C., designed the Worldwide Support for Trade Capacity Building (TCBoost) project.

Over nearly five years, TCBoost conducted TCB research and analysis in more than 35 countries,³ designed 10 analytical tools, trained nearly 2,400 people, collaborated with 12 other USAID-funded TCB projects, and partnered with many other organizations

providing similar assistance.⁴ Its activities exemplified the rich and broad range of TCB assistance: project experts analyzed transport corridor efficiency in East Africa, supported customs modernization in Panama, collaborated on a sustainability plan for a regional single window in South East Asia, identified competitive subsectors in southern Serbia, increased Nigerian exports to the United States, supported Armenian competition policy, trained Ghanaian officials on trade remedies, and analyzed Libya's labor market. The project also expanded well beyond its base in Washington, D.C., running technically and logistically complex one- to two-year field programs.

This report summarizes TCBoost activities, impact, and lessons learned. It is organized by the broad categories of assistance outlined in Section C of the TCBoost contract and guidance provided in Section F. It begins with an overview of the origins and management of the project (Chapter 1) and a description of TCB trends, focus areas, and operating principles (Chapter 2). This is followed by summaries of project experience developing tools and best practices (Chapter 3), conducting research and analysis (Chapter 4), training (Chapter 5), and knowledge management (Chapter 6). The final two sections present lessons learned (Chapter 7) and recommendations for future TCB programs based in Washington, D.C. (Chapter 8).

1 Molly Hageboeck, Management Systems International, *From Aid to Trade: Delivering Results. A Cross-Country Evaluation of USAID Trade Capacity Building (Summary)*, November 2010, p. 11. (http://pdf.usaid.gov/pdf_docs/PDACR201.pdf)

2 EGAT was reorganized and renamed the Bureau for Economic Growth, Education, and the Environment (E3) in 2012.

3 TCBoost undertook activities in 36 countries, as well as with three regional economic communities—the African Union (AU), Association of Southeast Asian Nations (ASEAN), and East African Community (EAC).

4 These include the U.K. Department for International Development, international organizations—World Bank, World Customs Organization, and U.N. Food and Agriculture Organization—and other entities in the U.S. Government—Customs and Border Protection, International Trade Commission, Office of the U.S. Trade Representative, and Department of Commerce.



CONTRACT OVERVIEW

In 2007, USAID designed a program to provide USAID/Washington, USAID field missions, and African trade hubs with expert assistance in TCB interventions and technical leadership on emerging trade-related issues. The program, TCBoost, was also designed with new and evolving issues in mind, such as TCB in postconflict environments, supply chain security, and the multidonor and coordinated whole-of-government assistance approaches. USAID expected that TCBoost would provide rapid-response training on critical trade issues for field-based TCB stakeholders and USAID’s economic growth officers. It also made knowledge management a priority, calling for development of a website; dissemination of tools, best practices, and research; and an inventory of donor-funded TCB activities in USAID partner countries. In undertaking interventions in trade policy and prioritizing TCB needs, trade-related labor policy, and trade facilitation, TCBoost was to apply lessons learned during implementation of USAID/EGAT’s first global TCB mechanism, which was designed in

2001. Two important lessons of that program were to remain flexible and demand driven.

In February 2008, USAID awarded TCBoost to the DAI/Nathan Group, with Nathan Associates Inc. as lead implementer. The total value of the contract, including the option year, was \$10,957,234. The initial period of performance was three years, with an optional fourth year pending USAID approval. This option year was exercised in 2011, and the project was ultimately extended into a fifth year (eight additional months). The project ended September 29, 2012.

TCBoost contract deliverables emphasized USAID/EGAT’s priorities for a Washington-based TCB project. The contract specified requirements for best practices papers and presentations, analysis of TCB issues, design and implementation of training, and knowledge management. As shown in Table 1-1, TCBoost surpassed targets in all of these technical areas.

TABLE 1-1 TCBoost Deliverables: Required versus Delivered

TASK PER TCBOOST CONTRACT	REQUIRED	DELIVERED
Best practice papers	6	10
Best practice presentations to stakeholders	1-3	10
Missions requesting assistance for developing and applying best practices	4	11
Analyses of TCB issues, including dissemination plans	5	49
Generic outlines of short-term training on trade-related topics	3-4	6
Rapid-response or short-term training on implementation of trade agreements	10	42
Implementation plans for ensuring appropriate local ownership	N/A	33
Strategy for disseminating results, challenges, and findings; dissemination event for each task completed	N/A	33
Website with hyperlinks to relevant websites as a basis for information storage and retrieval	1	3
Inventory of donor activities affecting trade-related policies, activities, and reforms	N/A	Canceled

BUDGET AND BURN RATE

TCBoost was launched with high ambitions but little money. During start-up, the management team was told its initial \$1 million obligation would need to last at least 18 months. Limited resources in project Years 1 and 2 were therefore spent strategically, with the TCBoost team and USAID/EGAT working closely together and investing considerable energy in articulating a clear vision for the project, raising the project profile, and attracting field mission interest. By the end of Year 2, these efforts resulted in significant demand from USAID offices and missions. This spike in activity is reflected in Figure 1-1, which shows the spending for each project year. Spending in Year 3 was more than double that of Years 1 and 2 combined, the result of additional obligations of core funding and mission buy-ins.

FIGURE 1-1 Project Spending by Year

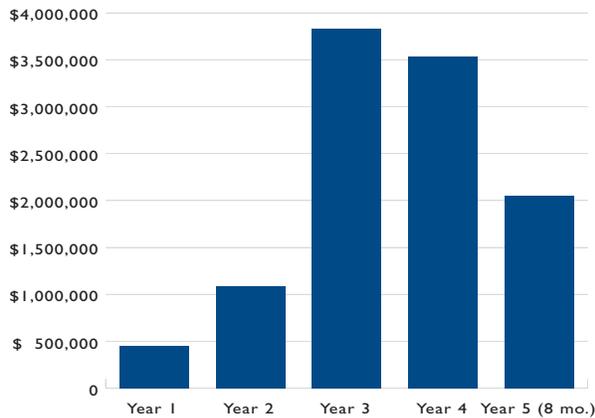
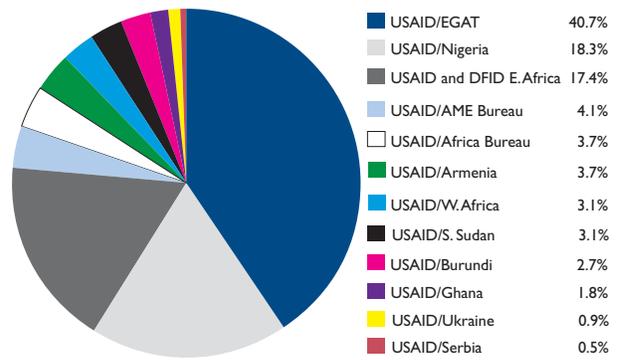


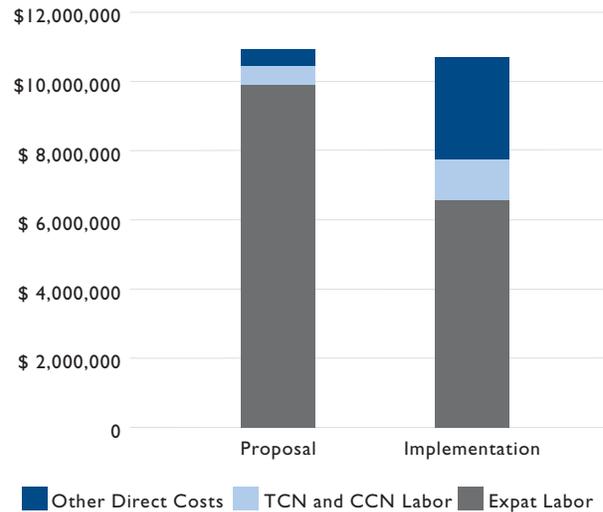
Figure 1-2 breaks down the TCBoost budget. Core funding (\$4,463,734) comprised the largest percentage of the budget (40.7 percent), followed by USAID/Nigeria (18.3 percent), and USAID and U.K. Department for International Development (DFID) East Africa (17.4 percent). By the project's end, TCBoost was obligated within \$65 of its contract ceiling (\$10,957,166).

FIGURE 1-2 Total Budget Breakdown by Buy-in



The ratio of time (labor) versus materials (travel and transport, other direct costs) estimated at the proposal stage varied greatly from implementation (see Figure 1-3), largely because of extended, field-based pilot programs that had not originally been anticipated. Approximately 28 percent of the TCBoost budget went to other direct costs and the rest was labor.

FIGURE 1-3 Labor Breakdown



This funding story and the evolution of activities discussed in later chapters are captured in the project timeline in Appendix A.

STAFFING

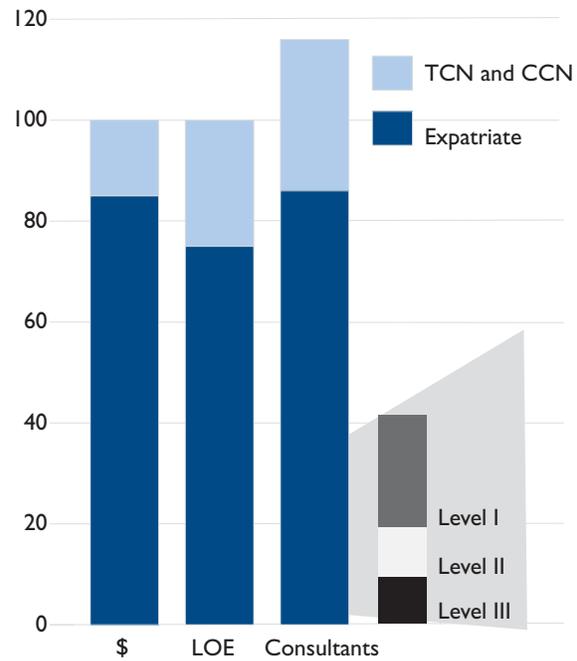
Lisa Yarmoshuk, a trade lawyer with hands-on experience leading USAID-funded TCB programs in the field (Southern Africa Trade Hub), served as Chief of Party (COP) for the duration of the project. Two other key personnel—Senior Customs Adviser Robert Holler and Chief Economist Bruce Bolnick—also remained with the project for the full performance period. This continuity and continuity at USAID—there were only two CORs during the project—generated strong ownership and institutional memory. In 2010, Jeremy Schanck joined TCBoost as a full-time Deputy COP to help manage the project’s spectacular growth, described above. He too remained with the project to the end.



COP Lisa Yarmoshuk and DCOP Jeremy Schanck in Bangkok, Thailand.

The breadth and depth of TCBoost is illustrated by the range of personnel involved. Some 116 expert consultants, including more than 45 full-time Nathan Associates staff, were involved in TCBoost technical and management activities. Figure 1-4 shows the breakdown of level of effort (LOE) among U.S. nationals (75 percent) and third-country and cooperating-country nationals (TCN and CCN) (25 percent). The mix of U.S. senior, midlevel, and junior labor was 54 percent, 24 percent, and 22 percent, respectively.

FIGURE 1-4 U.S. National LOE versus TCN and CCN LOE





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2 TRENDS AND IMPLEMENTING PRINCIPLES

The design and focus of TCBoost reflected USAID/EGAT’s experience with global programming, the global context at the time, trade issues facing developing countries, and TCB challenges facing donors—USAID in particular.

TRADE POLICY

When TCBoost began, USAID and other U.S. Government aid-for-trade partners had committed to building the capacity of developing countries to formulate trade policy and negotiate and fulfill commitments under global, regional, and bilateral trade agreements. For several reasons, trade policy did not become a primary focus of TCBoost. First, the financial crisis and the stalled Doha Round cooled demand for negotiation and implementation support, though one could argue that these events demonstrated an enduring need for such support. Second, USAID’s field projects—in Afghanistan, Azerbaijan, Central Asia, Laos, Lebanon, and Serbia—and embedded trade advisers (e.g., Ethiopia) were providing World Trade Organization (WTO) accession assistance and the expertise of a global project was neither needed nor requested. Third, USAID-funded trade hubs in Africa and other programs⁵ were already addressing regional integration issues. TCBoost, however, did collaborate with these programs. In the end, the project analyzed the impact of liberalizing trade in specific goods and services, such as textiles and apparel in the postquota era, telecommunications in Lao People’s Democratic Republic (PDR), and trucking in West Africa, and supported the Ghana Tariff Advisory Board (TAB) in

its transition to an international trade commission. TCBoost focused far more on trade facilitation.

TRADE FACILITATION

TCBoost responded to many mission and government requests for assistance with customs modernization, transport corridor analysis, and implementation of sanitary and phytosanitary measures. Transport corridor analysis in East Africa, West Africa, and South Sudan comprised more than one-quarter of TCBoost’s budget. The project also devoted considerable resources to best-practice activities of broad application. This included developing, piloting, and promoting trade facilitation tools and guidebooks and conducting related training. The demand for such assistance can be attributed to developing countries recognizing the importance of improving time and access to markets, the attention to trade facilitation in Doha Round negotiations, and growing understanding of the influence of trade and transport infrastructure (border posts, farm-to-market access roads) on food security, a focus of the Feed the Future program. The impact of trade facilitation support is also easier to quantify and “sell”: tracking reductions in border clearance costs and times is simpler than reforming trade policy.

EXPORT DIVERSIFICATION AND PROMOTION

Many developing countries rely on a few primary commodities for a majority of export revenue, which leaves them vulnerable to shifts in demand, supply, and competition. TCBoost implemented several activities in export diversification and promotion. The purpose

5 Association of Southeast Asian Nations (ASEAN) Technical Assistance and Training Facility (TATF), Asia-Pacific Economic Cooperation (APEC) TATF, Central America-Dominican Republic Regional Trade (CAFTA-DR), Peru-Andean Trade Capacity Building.



Participants and instructor in NEEP Packaging and Labeling for Export Workshop in Lagos, Nigeria.

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of the largest activity in this area, the \$2 million pilot Nigeria Expanded Exports Program (NEEP), was to increase Nigeria's nonoil exports to the United States and other markets. Lessons learned implementing NEEP informed the design of a USAID bilateral assistance project in export promotion, trade policy, and trade facilitation, the Nigeria Expanded Trade and Transport (NEXTT) Program. In 2008 TCBoost also produced a study of trends in textile and apparel trade since the expiry of quotas under the Multifiber Agreement. That study provided developing countries with the knowledge necessary to make their textile exports more competitive or justify the reallocation of resources to other sectors. TCBoost also examined the potential of agricultural and nonagricultural value chains in Southwest and South Serbia to generate jobs and sales, both export and domestic.

LOCAL OWNERSHIP

The twin goals of local ownership and sustainability informed every project activity. TCBoost worked with field mission staff to design scopes of work that reflected local challenges, used local experts and business development service partners to design and deliver training, and found institutional homes for customs modernization tools. The project also developed sustainability plans for activities in Burundi and the Association of Southeast Asian Nations (ASEAN) region, recommending optimal governance and financing options to continue the positive impact of USAID's TCB interventions. TCBoost also trained the trainers—empowering local experts to train peers using manuals provided in English and local languages. Achieving buy-in in the field can challenge Washington-based projects, but TCBoost consistently developed and implemented locally owned and sustainable activities. Examples of TCBoost successes in local ownership are presented in Exhibit 2-1.

EXHIBIT 2-1 TCBoost Success in Achieving Local Ownership and Sustainability

EAST AFRICA AND SOUTH SUDAN CORRIDOR DIAGNOSTIC STUDIES

The East Africa Corridor Diagnostic Study (CDS) was driven by the members of the Tripartite Agreement, especially the East African Community (EAC). CDS relied heavily on trade and transport experts from the region; TCBoost's team leader was a Tanzanian expert in trade and transport with experience in donor-funded programs. To ensure public and private sector support for investment and reform, assumptions about corridor efficiency were validated in stakeholder workshops in each country—a process repeated at the regional level in the final CDS Stakeholders Workshop and Investors Conference. The EAC and the Northern and Central corridor committees were involved in each step and were equipped with the action plan, fact sheets, and films to use in attracting investment for infrastructure and policy improvements. The final action plan has influenced the work plan of TradeMark East Africa, DFID's regional program. Equipment procured for CDS was transferred to the Federation of East African Freight Forwarders Association. After the validation workshop for the South Sudan CDS, Emmanuel Longo, adviser to the Minister of Transport, contacted TCBoost to share next steps for implementing reforms and activities suggested in the action plan.

NIGERIA NEEP

NEEP responded directly to the expressed needs of Nigerian exporters, whose enthusiasm resulted in above-average turnouts for workshops and training. NEEP's project director was based in the United States, but the field team—including the long-term project manager and the trade expert—was Nigerian. Nigerian professionals also provided short-term technical assistance on a regular basis, and NEEP collaborated with local business development service providers such as Multimix Academy and AIMS Ltd. Ghana to provide training in export documentation, standards, access to finance, etc. The program also leveraged local expertise at the Nigerian Export Promotion Council and African Women's Entrepreneurship Program. NEEP was designed to encourage client firm buy-in and sustainability. Though client firms could receive technical assistance and attend trainings for free, they were required to cover their own marketing and travel expenses when redesigning labels or participating in regional and U.S. trade shows.

BORDER MANAGEMENT ICT TOOL

The Border Management ICT tool was designed with sustainability in mind. It helps customs authorities make sound decisions about information and communication technologies (ICT) and about ICT procurement—and thereby also encourages vendor accountability. The tool provides information on border management solutions provided by the vendors themselves, impressing upon vendors the value of the tool in reaching a broad audience. To secure a permanent home for the tool after the end of the project, TCBoost negotiated its transfer to the World Customs Organization (WCO).

BURUNDI SPS CAPACITY BUILDING

This activity was led by an esteemed analytical chemist from Ethiopia who is very familiar with the challenges facing laboratories in East Africa. Technicians at each assisted laboratory—the National Veterinary Laboratory, Plant Protection Laboratory at Gitega, and Institut des Sciences Agronomiques du Burundi (ISABU)—were provided with manuals on

Good Laboratory Practices (GLP) and International Organization for Standardization (ISO) certification. Lab staff were trained on installing, calibrating, and maintaining equipment. The government of Burundi allocated funds to reconfigure one laboratory's floor plan as suggested by our expert. TCBoost provided sustainability plans for two laboratories (the third was assisted by another donor). The plans specified next steps for implementing GLP and achieving ISO certification and were shared with laboratory managers and other donors involved in building SPS capacity in Burundi, including the U.N. Food and Agriculture Organization (FAO) and the government of Belgium, to ensure that valuable momentum would not be lost. With the FAO, TCBoost cosponsored training in International Plant Protection Convention, pest risk analysis, and inspection procedures for 33 laboratory technicians and managers at the Center of Phytosanitary Excellence in Nairobi.

JORDAN PARTNERSHIP FOR TRADE FACILITATION ACTIVITY

TCBoost's trade facilitation work in Jordan stemmed from Jordan Customs' request for Partnership for Trade Facilitation (PTF) funds to build capacity for advance rulings and prearrival processing. Aligning assistance with known priorities secured customs' buy-in from project inception to completion. Customs dedicated resources to the PTF effort, including staff and funding for travel to Aqaba; helped develop the activity's communications strategy; and selected a public relations firm to design posters, flyers, and other materials. Jordan Customs has committed to providing monitoring and evaluation data to USAID and implementing partners so the impact of the PTF activity can be assessed.

ASEAN SINGLE WINDOW SUSTAINABILITY STUDY

To ensure the life of the ASEAN Single Window (ASW) beyond donor support, TCBoost collaborated with the USAID ASW project and the ASW Working Group to produce a sustainability study. After surveying regional and national stakeholders in the public and private sectors, our experts recommended financing options, governance structures, and ways the ASW could be of even more value to users.

ARMENIA SCPEC SUPPORT

To support the Armenian State Commission for the Protection of Economic Competition (SCPEC) in procuring and installing a new IT system, TCBoost provided IT experts from Armenia and Moldova. Their technical knowledge and cultural affinity earned the confidence of SCPEC staff in the new system. The project procured all hardware through an Armenian vendor selected through open competition. Commission staff learned to use the new system on the job and reported problems to the software designer for correction. The commission was given training manuals in Armenian and English and original source code for the software so its IT team can make changes or adjustments independently.

LIBYA JOBS ASSESSMENT

Experience has shown that in Libya, successful delivery of technical assistance requires a local face. To lead the assessment team, TCBoost chose a Jordanian labor economist with the appropriate level of technical expertise and cultural affinity to put interview respondents at ease. To work with the government and to organize focus groups of youth, women, and ex-combatants, we hired Know Libya, a local firm with solid experience and a broad network of contacts. Having a "local face" opened doors that would have remained closed and allowed TCBoost to provide actionable recommendations to the new government.

GHANA INTERNATIONAL TRADE COMMISSION ASSISTANCE

TCBoost provided an actionable critique to the Ghana TAB as it conducted its first petition hearing. TCBoost reviewed the videotaped proceedings and identified best practices for future hearings. Board members demonstrated their commitment to establishing an effective Ghana International Trade Commission and responded very favorably to USAID assistance. Though not compensated for their time, board members cooperated with TCBoost and had near-perfect attendance at workshops, training events, and briefings. At last report, the Ministry of Finance and Economic Planning is regularly referring injury petitions to the board, the legislative process is ongoing, and the board continues to receive technical training so it can fulfill its mandate.

SERBIA AND UKRAINE ASSESSMENTS

TCBoost conducted economic growth assessments for USAID/Serbia and USAID/Ukraine. In both cases, USAID was interested in, among other things, assessing the capacity of local entities designated as potential “legacy” institutions. In Serbia, TCBoost met with NGOs, think tanks, regional development agencies, and municipal governments to identify institutional strengths and weaknesses. In Ukraine, TCBoost met with the Ukraine Commercial Law Center and the Institute for Budgetary and Socioeconomic Research to assess their implementation of USAID programs and their capacity to attract funding from other donors. For both assignments, TCBoost paired local consultants with international experts.

LAC POST-CLEARANCE AUDIT TRAINING

TCBoost’s approach to post-clearance audit (PCA) training in the Latin America and Caribbean (LAC) region put customs authorities in charge. TCBoost involved customs officers in training delivery, calling on them to deliver whole modules and moderate discussions, and equipped them with manuals and other PCA materials so they could deliver the same training to colleagues at home. At least three customs authorities, including those of the British Virgin Islands and St. Vincent and the Grenadines, reported positive results to TCBoost and the Caribbean Customs Law Enforcement Council. As of this writing, more training events were being developed. Some countries requested more handbooks to ensure that all staff had the tools necessary to implement their programs. TCBoost’s train-the-trainers approach allowed trainees to demonstrate knowledge and leadership and pass on modernization best practices to colleagues.

TCB TRAINING IN PRETORIA AND BANGKOK

TCBoost’s regional training in Pretoria and Bangkok involved local trade and customs experts to give USAID program officers a local perspective and local beneficiaries an opportunity to speak for themselves. The training provided USAID DLIs, CCNs, and others with the knowledge necessary to make sound decisions on TCB program design and implementation, and directed trainees to resources internal and external to USAID so they could continue to build their knowledge independently.

USAID PROJECT COLLABORATION PARTNERS

- ASEAN Single Window
- ASEAN Technical Assistance and Training Facility
- BizCLIR
- East Africa COMPETE
- Fiscal Reform II
- Jordan Fiscal Reform Program II
- Lao PDR BTA/WTO Accession
- Moldova BIZTAR
- Nigeria MARKETS
- Peru-Andean Trade Capacity Building
- Southern Africa Trade Hub
- West Africa Trade Hub

COLLABORATION

TCBoost collaborated with a wide range of partners. The project worked with 12 other USAID-funded projects and with several bilateral and multilateral donors. The East Africa Corridor Diagnostic Study (CDS) was cofinanced with DFID and implemented with DFID's leaders in the region. TCBoost also partnered with the World Bank, the FAO, the United Nations Office for Project Services (UNOPS), the Inter-American Development Bank (IDB), and the Japan International Cooperation Agency (JICA) on various activities. The Office of the U.S. Trade Representative (USTR), U.S. International Trade Commission (USITC), U.S. Department of Commerce (USDOC), and U.S.

Customs and Border Protection (USCBP) proved to be critical partners, particularly in producing the customs modernization handbooks and delivering training. The project developed rapport with the World Customs Organization (WCO), partnering on the customs modernization handbooks, the border management ICT tool, and post-clearance audit training in the Latin America and Caribbean (LAC) region (see Chapters 3 and 5). TCBoost was invited to participate in WCO annual work planning sessions and to make presentations at WCO conferences.

KNOWLEDGE MANAGEMENT

Proper and efficient dissemination of TCB information guides work plans and eliminates wasteful duplication of effort. Knowledge management was important in TCBoost from Year 1 to the end. TCBoost designed and continually updated several knowledge management tools (see Chapter 6), but the best measure of knowledge management success is the degree of adoption and use of project tools and research by other projects, donors, and TCB stakeholders. For example, all three of TCBoost's customs modernization handbooks attracted a great deal of interest and were used throughout the life of project. Other tools and research achieved comparable levels of exposure, drawing attention from practitioners and researchers from Latin America to New Zealand. See Exhibit 2-2 for details.



The CDS activity was a collaboration of 11 international, regional, and local entities.

EXHIBIT 2-2 Adoption of TCBoost Products

AEO HANDBOOK

Available in English, Spanish, and French, the *Authorized Economic Operator (AEO) Programs* handbook is a valuable tool for USAID, as well as other donors. It was featured at a WCO workshop in Guatemala City and at the WCO Global AEO Conference in Seoul in 2012, where it attracted great interest. It was a fundamental document in a World Bank–funded assessment of the readiness of West African customs authorities to form a regional AEO program. TCBoost also provided the handbook to national customs authorities in Botswana, Namibia, and South Africa during the Trans-Kalahari Corridor AEO readiness assessment undertaken in partnership with the Southern Africa Trade Hub.

PCA HANDBOOK

The handbook *Post-clearance Audit (PCA) Programs: A Businesslike Approach to Customs Control* formed the basis for the PCA training-of-trainers program, designed by TCBoost, and cofunded by the WCO, IDB, and Caribbean Customs Law Enforcement Council. The handbook was distributed to trainees in hard and soft copy, and requests for handbooks are still coming in.

TCBASELINE

The *TCBaseline Customs Assessment Tool* was piloted in Panama early in the project and since then has been used to assess customs capacity in Moldova under USAID's BIZTAR project, in Peru under the Peru-Andean Trade Capacity Building project, in Buenaventura Port in Colombia, and in the Philippines under the Business Environment for Agile Markets (BEAM) project.

BORDER MANAGEMENT ICT TOOL

The WCO has picked up the border management ICT tool, which will be housed on the WCO's website. With the assistance of the USAID-funded Egypt Trade Facilitation project, the Egyptian General Organization for Export and Import Control used the tool to identify automation solutions, wrote a business case following the model in the procurement guide, and used that case to release a request for expressions of interest. The organization is now on its way to installing an effective and sustainable ICT system.

TFI CALCULATOR

The Trade Facilitation Impact (TFI) Calculator has been used to gauge the potential impact of trade facilitation reform in Afghanistan. This research was conducted under the USAID-funded Trade Accession and Facilitation for Afghanistan project.

FASTPATH

FastPath™ was developed under the earlier USAID/EGAT TCB project to assess the time, cost, and reliability of transport along trade corridors. TCBoost used FastPath to assess several corridors in East and West Africa, and the World Bank has used it across Africa and elsewhere.

EAST AFRICA CDS

The successful implementation of the East Africa CDS inspired USAID/South Sudan to undertake a similar study using the same team and methodology (i.e., FastPath analysis, trade and traffic forecasting, legal and regulatory analysis, and prioritized project profiles using

cost-benefit analysis). The CDS has emerged as a key document in shaping TCB assistance programs for East Africa, including DFID's TradeMark East Africa. The USITC cites the CDS in its 2012 report *Trade Facilitation in the East African Community: Recent Developments and Potential Benefits*.

NEEP PILOT

The Nigeria export promotion pilot produced many lessons that have been incorporated into USAID/Nigeria's new bilateral program, NEXTT.

WEST AFRICA TRUCKING LIBERALIZATION MODEL

TCBoost developed a model to quantify the impact of potential reforms on the trucking industry for stakeholders in eight West African countries with substantial transit traffic. This was part of the first phase of ongoing work being undertaken by the World Bank in West Africa and elsewhere on the continent.

SOUTH-SOUTH TIME IN TRADE

After Dr. David Hummels completed TCBoost's research on South-South time in trade, the project received inquiries about the research from Latin America, South America, and New Zealand. Shortly before closeout, TCBoost learned of plans to use the research as a basis for broader research involving experts from the Global Trade Analysis Project (GTAP). Approval for this World Bank-funded study is pending.

PTF SUPPORT

TCBoost played a key role in launching and promoting the PTF to USAID-funded field programs. TCBoost conducted PTF work in Jordan and Nigeria and helped develop programs in Southern Africa and Indonesia.

TRADE HUB ANTHOLOGY

As USAID considers next steps in trade hub programming and funding under President Obama's African Competitiveness and Trade Expansion Initiative, TCBoost's Trade Hub Anthology has become a sought-after document for those hoping to glean best practices and lessons from past generations of TCB assistance in Africa.

GLOBAL TEXTILES TRADE PAPER

TCBoost's postquota trade in textiles research inspired a specific analysis for Pakistan, requested by USAID/Pakistan, and also follow up by the USAID LAC Bureau.

HANDBOOK SERIES

In addition to being widely distributed and used by the WCO, USAID projects, and customs authorities, the customs modernization handbooks were showcased by USTR and USAID at a WTO event in Geneva in late 2011, when the PTF initiative was also launched.

WEBSITES

The TCBoost website, tboostproject.com, was a go-to resource for all kinds of information, tools, and documents, as was the website developed for the NEEP activity, nigeriaexport.org. The content is being migrated to a permanent base. The eastafriancorridors.org website has become a one-stop portal for information on transport projects, studies, and related data on the region. It will be permanently housed at the EAC Secretariat by the end of the USAID COMPETE project.





3 TOOLS AND BEST PRACTICES

All TCB stakeholders—USAID, public sector trade institutions, and private sector actors—need to be able to identify technical gaps, plan for modernization and reform, and measure progress in capacity building in practical ways. TCBoost’s suite of tools includes handbooks on customs modernization, a standardized framework for assessing border management, guidebooks on customs automation and ICT procurement, and a model for forecasting the supply and demand of staple crops in East and West Africa. The following section describes TCBoost’s tools and best practices, many of which have been and are being used on other programs—of USAID and other donors.

CUSTOMS MODERNIZATION HANDBOOKS

In developing countries, customs authorities and the private sector too often have an adversarial relationship rooted in a punitive approach to achieving regulatory compliance. Customs modernization is based on the principle that, when provided the proper tools, incentives, and working relationships, the trade community is more likely to voluntarily comply with customs rules and regulations. TCBoost developed several handbooks rooted in principles of voluntary compliance to assist developing country customs authorities facilitate trade without sacrificing border security and other imperatives. The WCO, USCBP, and USTR were all involved in developing these handbooks, reviewing drafts, and providing substantive feedback.

Authorized Economic Operator Handbook. Authorized economic operator (AEO) programs achieve voluntary compliance and improve supply chain security through customs-to-customs and customs-to-business partnerships. Based on the WCO’s SAFE Framework of Standards, TCBoost’s

Authorized Economic Operator Programs handbook presents a prototype implementation plan that can be adapted readily to local issues and priorities. It describes the experiences of countries that have designed and implemented AEO programs and presents best-practice reference materials, sample forms, and sample documents from customs administrations that have AEO programs. Available in English, French, and Spanish, the handbook was released at the WCO Regional AEO and PCA Workshop held in Guatemala City in 2010 and has been distributed around the world by the WCO and used in USAID- and World Bank-funded assistance programs, including programs in Africa.

Post-clearance Audit Programs Handbook. Post-clearance audit (PCA) is a modern control approach that strengthens customs’ ability to validate risk assumptions and to address specific technical issues in a sophisticated way. TCBoost’s handbook *Post-clearance Audit Programs: A Businesslike Approach to Customs Control* offers step-by-step guidance on building PCA capacity that complements risk management programs and determining legal, institutional, organizational, and capacity building requirements. Available in English and Spanish, the handbook has been distributed around the world by the WCO and USAID and used in training customs authorities in the Caribbean region (see more below).

Advance Rulings Resource Guide. Advance rulings facilitate trade, promote transparency and consistency in customs operations, and make it easier for small and medium-sized enterprises to join in global trade. Well-implemented advance ruling systems provide certainty to traders and their agents about how their goods will be treated at the time of import, promote consistent application of customs rulings and law, foster trust between customs and traders, and provide a transparent framework that encourages compliance. TCBoost’s

Advance Rulings Resource Guide describes the advance ruling process, identifies elements necessary to implement advance rulings, and provides practical guidance and best practices for border managers and private sector partners. Available in English and Spanish, the guidebook has been promoted in Nigeria and the LAC region and used in Jordan.

TCBASELINE CUSTOMS ASSESSMENT TOOL

Assessments of border management capacity can vary significantly among international donors and among TCB programs and projects. This inconsistency can lead to duplication of effort and complicate the establishment of baselines and performance targets for assistance programs. TCBoost developed the *TCBaseline Customs Assessment Tool* to systematically identify and address operational and administrative issues in developing country customs authorities. TCBaseline offers a guided interview-and-observation format that facilitates the summarization of findings and recommendations. The tool's four modules—institutional capability, field operations, efficiency, and economic analysis—can be used separately for targeted analysis or all together for comprehensive analysis. TCBaseline was designed to be cost-effective without sacrificing quality or breadth of analysis: a small team of experts can conduct an assessment in two to three weeks.

Customs Panama is very happy with the [TCBaseline] assessment.... The consultants had a great approach and relationship with the leadership and highest level executives of Customs Panama, as well as the departmental Chiefs and key personnel that implement their strategy and work plan. The consultants really took the time to meet with everyone in key places of Customs Office. This ... really strengthened our relations with the Customs office.... The consultants also developed an excellent relationship with USAID staff and responded effectively to USAID program needs. Overall, all stakeholders were content with the consultants' work and assessment report, as well as the process that developed the report (TCBaseline tool).

—Carlos Blandon, USAID/Panama

TCBoost piloted TCBaseline in Panama with great success, and the tool has been used on other USAID TCB programs in Colombia, Moldova, Peru, and the Philippines. The tool has been translated into Spanish, and sections have been translated into Moldovan.

TRADE FACILITATION IMPACT CALCULATOR

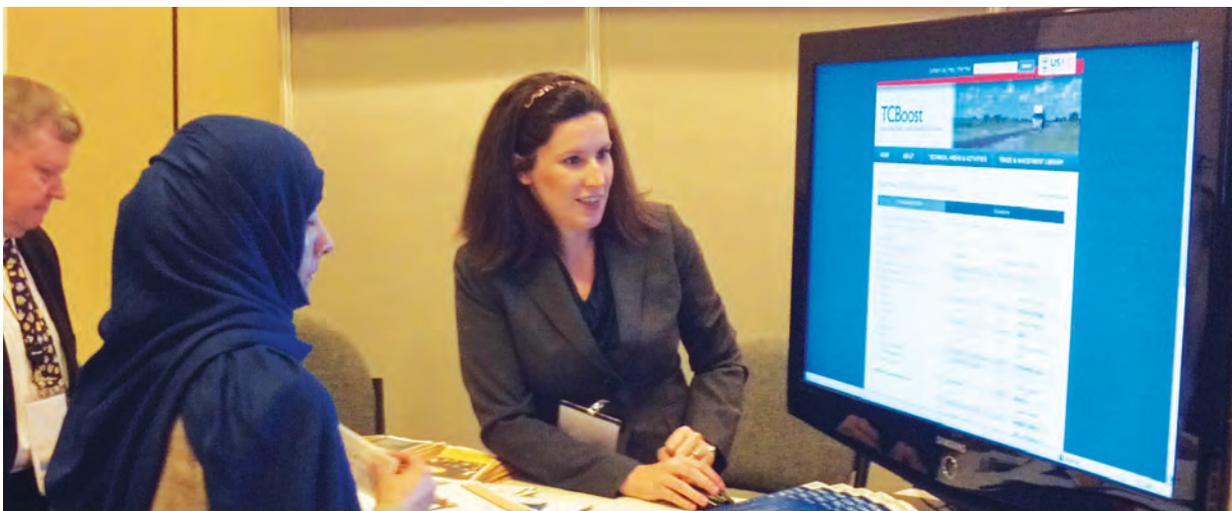
TCBoost's Trade Facilitation Impact (TFI) Calculator helps host-country governments, USAID and implementing partners, and the private sector estimate the impact of reducing import and export times on an economy. The TFI Calculator provides users with a range of estimates for changes in GDP and formal sector employment of unskilled workers resulting from a one- to five-day improvement in export and import times across the board. Estimates are available for more than 130 low- and middle-income countries. Accessible on the TCBoost website, the calculator is a module in TCBaseline but can be used independently.

I just wanted to say thanks for a great tool—the TCBoost Impact Calculator. I'm in Kabul on an assignment to introduce some of the lessons we learned on Georgia Business Climate Reform about quantifying the costs of inefficiency and monetizing benefits of reforms. I've used the calculator and the results we get for Afghanistan in several workshops and presentations.

—Olin McGill, Senior Technical Advisor, USAID Trade and Accession Facilitation for Afghanistan Project

BORDER MANAGEMENT ICT TOOL

Automation makes border management more efficient and transparent to the benefit of customs and the private sector alike. But in many developing countries, customs authorities lack the information to make informed decisions on information and communication technology (ICT) procurement. TCBoost's web-based, interactive tool helps customs authorities choose automation software on the basis of their needs and the formulation of a business case and includes a guidebook on procuring ICT hardware and software efficiently and transparently. Endorsed by the



TCBoost staff demonstrate the Border Management ICT Tool to a WCO Conference participant in Seattle, Washington.

WCO, the tool was showcased at two WCO ICT conferences, one in Seattle in 2011 and the other in Estonia in 2012, and put to use by Egypt's General Organization for Export and Import Control (with USAID assistance). At the end of TCBBoost, the WCO assumed responsibility for management and upkeep of the tool, ensuring broad exposure and access and the tool's continued use after TCBBoost ends.

Let me add my voice of genuine appreciation to [USAID] with respect to this outstanding example of a relatively simple yet highly effective tool for all WCO Members enabling them to seek solutions that exist in the marketplace for the many IT demands faced by Customs today. I note ... that response to this product has surpassed expectations and that bodes well for its future adoption and use by the 177 WCO Members.

—Gareth Lewis, Senior Technical Officer, WCO Secretariat

REGIONAL FOOD TREND PROJECTION MODELS

Despite experiencing positive economic growth, many African countries have some of the highest rates of poverty and hunger in the world. African policymakers, agricultural ministries, and regional economic communities—as well as USAID and other donors—need simple, flexible tools to help them make decisions that improve food security. To this end, TCBBoost and USAID/Africa Bureau developed two food trend

projection models. These interactive tools project demand and supply for 23 food commodities in East and West Africa through 2020. They can project the supply of individual crops at the country level and provide a regional aggregation of supply and demand trends. They are also fully transparent in their assumptions; anyone who understands the models' basic features can change parameters and run alternative projection scenarios of individual food commodity demand and supply. Armed with these simple tools, donors and policymakers can improve food security in some of the world's most vulnerable countries. These simple, yet powerful models can be easily replicated for any region or subregion where food security is a pressing problem.



4 RESEARCH AND ANALYSIS

TCBoost's research and analysis filled technical gaps in field expertise, clarified the implications of trade trends, and positioned USAID/EGAT as a TCB thought leader. Project research not only addressed all areas of capacity building—trade policy, trade facilitation, and export promotion—but also covered aspects of the enabling environment, such as competition policy, legislative strengthening, and labor markets. Activities ranged from one- to two-year field-based pilot programs to one- to two-month rapid assessments. This section summarizes TCBoost's research and analysis, including work for the project's 11 mission and bureau buy-ins. Reports and deliverables from these activities can be found on the TCBoost website, www.tcboostproject.com, and on USAID's Development Experience Clearinghouse.

EAST AFRICA CORRIDOR DIAGNOSTIC STUDY

Trade of the East African Community (EAC) depends heavily on two transport routes: the Northern Corridor, anchored by the port of Mombasa in Kenya, and the Central Corridor, anchored by the port of Dar es Salaam in Tanzania. Corridor transit times are long and costs high because of inadequate infrastructure and general operational inefficiency. Freight costs per kilometer are more than 50 percent higher than in the United States and Europe; for landlocked countries, transport costs can be as high as 75 percent of the value of exports. Modernizing the corridors' transport infrastructure and removing nontariff barriers along the corridors are critical for trade expansion, economic growth, and regional integration—all of which contribute to creating wealth and alleviating poverty in East Africa.

In response to a request from the Tripartite—Common Market for Eastern and Southern

Africa (COMESA), EAC, and Southern African Development Community (SADC)—and EAC's regional leadership, following the 2009 East Africa Trade and Transit Donor Forum in Nairobi, USAID/East Africa and DFID joined forces and engaged TCBoost to help design and implement a comprehensive, field-based CDS. Over an intensive 18 months, TCBoost collected and synthesized information on the time and cost of transporting goods, examined national and regional transport policies, analyzed the costs and benefits of interventions, set a baseline against which to measure corridor improvements, and recommended approaches to improvement, such as public-private partnerships. The result was a prioritized action plan. That plan was featured in a stakeholders meeting in Dar es Salaam in early 2011 and a regional investors conference in Nairobi in September 2011. It also served as a foundation for the transport and trade facilitation activities of DFID's regional TradeMark initiative. The CDS activity created a searchable database and library of technical reports and studies, which is housed on the eastafriancorridors.org website. That website will be migrated to an EAC platform for sustainability.

Communications were very important for the CDS activity. Working with Silverfish Media USA, TCBoost produced a series of short films that explain the developmental challenges facing the corridors and show how reforms can benefit small and medium-sized entrepreneurs in agriculture and other sectors, alleviate poverty, and improve food security.

CDS concluded that systematic implementation of recommended projects and policies would greatly improve corridor efficiency, reducing transport costs by 25 percent, or nearly \$2 billion annually, and unlocking tremendous economic activity. These potential impacts, as well as CDS findings, are cited prominently in *Trade Facilitation in the East African*

Community: Recent Developments and Potential Benefits, a USITC report published in 2012.

The CDS was an important milestone in laying out regional infrastructure and trade facilitation priorities for East Africa, and in bringing together a wide range of stakeholders to agree on a set of common priorities. This has now been taken forward into action with further analysis by my organization [TradeMark East Africa] and others, to the potential benefit of millions of East Africans. We thank the sponsoring agencies USAID and the UK [DFID] for this important contribution to regional trade development in East Africa.

—Frank Matsaert, Chief Executive Officer,
TradeMark East Africa

SOUTH SUDAN CORRIDOR DIAGNOSTIC STUDY

South Sudan is landlocked and the world's newest country. Its stability, economic growth, and development require a safe, reliable, and efficient transit corridor to its EAC neighbors and to overseas regions. Here, the importance of the Nimule–Juba transport link cannot be overestimated. It handles most of the traffic for relief food supplies, other consumer goods, building and construction material, and equipment for ongoing initial development. It is also South Sudan's

primary connection to East Africa's Northern Corridor and, by extension, to the port of Mombasa. Inspired by the success of the East Africa CDS, USAID/South Sudan engaged TCBoost in late 2011 to develop an action plan for improving transport logistics along the Nimule-Juba transport link.

TCBoost used the same methodology as the East Africa CDS, including legal and regulatory analysis, FastPath™ analysis, and a trade and traffic forecast. At a workshop hosted by the Ministry of Transport and the Ministry of Roads and Bridges in Juba in 2012, TCBoost promoted ownership of the draft action plan and had about 40 stakeholders comment on the plan. After the plan was finalized, Emmanuel Longo, an adviser at the Ministry of Transport, contacted TCBoost to describe what the government would be doing to implement the reforms and to thank TCBoost for doing “a wonderful job.”

NIGERIA EXPANDED EXPORTS PROGRAM

With the largest national economy in West Africa, Nigeria is buzzing with entrepreneurial spirit that can improve the livelihood of many Nigerians when channeled effectively in the non-oil sector. Increasing productivity and diversity to better serve domestic



Nimule-Gulu Road in Uganda.

and export markets is important. Preferential trade schemes, such as the African Growth and Opportunity Act (AGOA) and the Economic Community of West African States (ECOWAS) Trade Liberalization Scheme, afford small and medium-sized enterprises (SMEs) entry into the markets of the United States and West Africa. But SMEs need assistance in refining and marketing products for export markets, meeting the regulatory requirements of Nigeria and destination countries, and securing financing to expand their businesses. To this end, USAID/Nigeria and TCBoost designed and implemented NEEP, a two-year, \$2 million pilot program to increase non-oil sector exports. NEEP addressed a wide range of topics, striking a good balance between firm-level assistance and group training; between assistance related to U.S. and to regional export markets; and between expatriate and Nigerian expertise. NEEP also turned to the West Africa Trade Hub, the Nigerian Export Promotion Council, and Nigerian business service providers to leverage resources and position the program for success. NEEP achieved several high-profile successes and demonstrated the value of TCB in Nigeria. Lessons learned were incorporated into a follow-on bilateral project.

TCB SUCCESS IN NIGERIA

- Helped client firms access \$415,000 in export financing, with pending finance requests valued at \$849,078.
- Contributed to a reported 87 percent increase in client firms' exports (\$39.3 million in 2009 to \$75.9 million in 2010).
- Helped four firms present goods at two U.S. trade shows and another 20 firms present goods at a regional trade show.
- Sponsored and conducted 24 training events on export issues, such as financing, regulatory compliance, and preferential trade agreements.
- Helped establish the Exporter Cooperative Network to pool resources and take advantage of sales opportunities in the United States.
- Maintained momentum on trade facilitation work begun under the USAID MARKETS program, including support for the passage of the Nigeria Customs Service Act.

BURUNDI SPS CAPACITY BUILDING

As a member of EAC, COMESA, and the WTO, Burundi should be capitalizing on opportunities for regional and international trade. But weak capacity to implement sanitary and phytosanitary (SPS) measures hinders the export of agricultural products. USAID/Burundi, then the chair of the donor coordination group in Burundi, sought programming beyond its bilateral projects. TCBoost collaborated with USAID/Burundi, USAID/East Africa, FAO, and others to build the capacity of three laboratories—the National Veterinary Laboratory, the Plant Protection Laboratory at Gitega, and ISABU—so the Government of Burundi could meet SPS commitments and improve food safety.

TCBoost's work plan consisted of four activities: technical assistance, equipment procurement, training, and development of laboratory sustainability plans. Over a one-year period TCBoost assessed laboratory capacity; trained laboratory staff on ISO standards and GLP; revised floor plans to optimize laboratory performance; provided staff with model scopes of work and standard operating procedures; and procured, installed, and calibrated equipment needed for implementing SPS measures—and trained laboratory technicians and managers on the use and maintenance of the equipment. The project also teamed with FAO to support the training of 33 laboratory staff on the

Through USAID programs such as TCBoost, we are setting our country on a sustainable path to meeting its food safety and security goals through proper animal and plant health protection activities. The value of this will extend beyond our country's borders – boosting our fledgling export sector as producers gain the ability to meet the strict Western health standards. This in turn will further stimulate Burundi's local economy, invigorate enterprise creation, generate jobs and improve standards of living. USAID has provided us with the equipment and know-how, and we intend to capitalize on this opportunity to enhance the skills of laboratory staff and implement international best practices – ultimately helping those that tend to the crops and livestock that feed this country.

—Joseph Nduwimana, Permanent Secretary of Ministry of Agriculture and Livestock

International Plant Protection Convention and its standards for phytosanitary measures; phytosanitary inspections and certification systems; and pest risk analysis. Sustainability plans for the National Veterinary Laboratory and ISABU laboratories outlined, among other things, the steps for achieving ISO certification. TCBoost is confident that when the government of Burundi takes the appropriate next steps it will have a good foundation for SPS implementation.

PARTNERSHIP FOR TRADE FACILITATION

To expand its provision of technical assistance to host-country governments, USAID designed the Partnership for Trade Facilitation (PTF). A whole-of-government initiative, PTF provides technical and financial support to advance reforms that help businesses join the global trading system and developing countries prepare to meet the requirements of the proposed WTO agreement on trade facilitation. TCBoost supported USAID in launching PTF—creating a brand, designing and producing brochures and posters, developing an application form, and disseminating information to TCB field programs.

TCBoost also implemented the first full activity under the PTF initiative, collaborating with Jordan Customs and the USAID Jordan Fiscal Reform II Project to expand and refine programs in advance rulings and prearrival processing. TCBoost assessed the application of procedures, ensured both programs had a solid legal basis, recommended strategies to expand the programs, trained customs officers and traders in advance rulings and prearrival processing procedures, and worked with a local public relations firm to design brochures, banners, and advertisements that raised traders' awareness of advance rulings, prearrival processing, and the Golden List (AEO) program.

In Nigeria, TCBoost worked with the Customs Service, the Presidential Task Force for Customs Reform, and the private sector to draft project profiles for PTF-funded advance rulings and Internet publication activities. The profiles were well received and will inform future USAID/Nigeria TCB assistance.

WEST AFRICA CORRIDOR ANALYSIS AND TRUCKING LIBERALIZATION STUDY

A core component of the USAID West Africa Trade Hub program is improving transport corridor efficiency. USAID wanted to complement the hub's ongoing assessment of corridors with methodologies offered through TCBoost. At the request of USAID/West Africa, TCBoost collaborated with the hub on a pilot analysis of the transport corridor between Tema, Ghana, and Ouagadougou, Burkina Faso. TCBoost used FastPath, a diagnostic tool developed by Nathan Associates Inc. and USAID, to assess the cost, time, and reliability of the corridor's ports, roads, and border posts. TCBoost used data collected by hub experts, gathered other data when necessary, compared performance to international standards, and generated logistics scores for individual corridor links and nodes and for the corridor overall. TCBoost and the hub then collaborated on analysis of two other corridors: Lomé–Ouagadougou and Ouagadougou–Bamako. Findings were integrated into final reports prepared by the hub and discussed at stakeholder meetings.

“[The West Africa trucking liberalization study was] undertaken with the utmost professionalism, to high technical standards and, given the new territory covered was an innovative and...ground breaking work. We look forward to working with Nathan Associates in the future in this important area and hopefully making significant progress in improving road transport services in West Africa. The results achieved...through this work and importantly, the model developed and its future application to other contexts and other corridors, will be most helpful in our engagement with the countries in West Africa. We look forward to building on this model and applying it in our ongoing work—it is truly of significant benefit and the process in arriving at this stage was a model of effective cooperation between our institutions.

—Cal MacWilliam, Senior Country Economist (Benin),
World Bank

The final two corridors prioritized, Abidjan–Ouagadougou and Abidjan–Bamako, could not be analyzed because of political unrest in Côte d'Ivoire, so TCBoost used USAID/West Africa funds to

collaborate with the World Bank on a study of trucking liberalization. West Africa's trucking industry is high priced, inefficient, dominated by informal operators, and saddled with regulations that worsen inefficiencies and encourage behavior that raises prices even more. TCBoost developed a preliminary model to quantify the impact of potential reforms on the trucking industry for a range of stakeholders in eight West African countries with substantial transit traffic. To populate the model with additional data, the team conducted field research in Niger and Benin. The final report described the impact of full and partial liberalization on truckers, shippers, governments, producers, and consumers and concluded that the total net economic benefits of reform could be as high as \$500 million. This is the first part of more extensive work on the topic being undertaken by the World Bank in West Africa and elsewhere on the continent.

GHANA INTERNATIONAL TRADE COMMISSION ASSISTANCE

The purpose of Ghana's Tariff Advisory Board (TAB) is to strengthen institutional arrangements for tariffs and trade contingency measures and make the country's import-export regime transparent and predictable. This entails analyzing tariffs; advising the Ministry of Trade and Industry on the same; receiving, investigating, and recommending action on petitions; and providing training on trade contingency

measures. The TAB's mandate is limited and an independent and broadly empowered Ghana International Trade Commission is needed to address all issues facing the Ministry of Trade and Industry. On behalf of USAID/Ghana, TCBoost assessed TAB's progress in transitioning to an international trade commission, reviewing the draft law and regulations, determining human resource needs, and developing a plan for the transition. Some of this had already been done by an earlier USAID-funded bilateral project. TCBoost was familiar with the previous assistance to TAB and staffed the new work efficiently by recruiting the key consultant from that project, as well as an expert from the USITC.

TCBoost financed a three-day retreat for TAB members during which the experts examined inconsistencies in the tariff regime, reviewed draft legislation establishing roles and responsibilities for the commission, and provided training on antidumping measures, countervailing duties, and safeguards. Later, TCBoost critiqued videotaped proceedings of the first petition hearing brought before the TAB and made recommendations for improvement, trained TAB on injury factors and ratios, and arranged for TAB members to visit the International Trade Administration Commission (ITAC) in South Africa. More than a dozen ITAC members, including the chief commissioner and the deputy chief commissioner, participated in discussions on trade remedies, tariff reviews, and import-export controls.



Ghana TAB on study tour in Pretoria, South Africa.

TAB members responded very favorably to this assistance. Although TAB members received no compensation for their time, they cooperated fully with TCBoost, exhibiting nearly perfect attendance at workshops, training, and briefings. At last report, the Ministry of Finance and Economic Planning is regularly referring injury petitions to the TAB, the legislative process is ongoing, and TAB continues to receive training to help fulfill its mandate.

South Africa was a revelation. I am very glad we could make the trip and establish contact with ITAC. This is good, not only because we were able to learn so much, but also because it provides a basis for future collaboration. I thank you for all the hard work you have done on our behalf.

—Tawia Akyea, Chairman, Ghana Tariff Advisory Board

SUPPORT TO USAID/AFRICA BUREAU

TCBoost worked with the USAID/Africa Bureau on several demand-driven activities that supported new initiatives and flagship programs. This included the regional food trend projection model described in Chapter 3 and the following activities.

Regional Integration Strategy Paper. This paper examined options for supporting Africa's agenda for regional economic integration, including the rationale for USAID leadership in this area. Prepared early in the project, the paper argued for integrating the best practices and lessons of the African Global Competitiveness Initiative and the Trade for African Development and Enterprise initiative into the agenda. Recommendations, which influenced USAID's later support of the African Union (AU), included providing technical assistance (local and expatriate) to the AU and coordinating closely with other U.S. Government programs.

Trade Hub Anthology. As USAID-funded trade hubs approached their 10-year mark, the Africa Bureau Office of Sustainable Development wanted to track the evolution of hub assistance and take stock of best practices and lessons learned. TCBoost wrote a concise history of hub implementation that compared programming in the East Africa, West Africa,

and Southern Africa hubs; described relationships between hubs and regional and bilateral missions; and examined hub models and "branding," including the impact of funding sources on programming and the role of Washington in implementation. Written in Year 2 of TCBoost, the anthology remains relevant as USAID examines implementation of the African Competitiveness and Trade Expansion initiative.

African Union Support. TCBoost sent trade and regional integration experts to support the USAID/African Union and the AU Commission in designing and preparing for a three-day retreat on boosting intra-Africa trade. The team also provided demand-driven technical input on three draft papers and provided speakers to address AGOA and development corridors for the 2011 Africa Trade Forum sponsored by the AU Commission in Addis Ababa. TCBoost also provided ideas and material to the Africa Bureau team in Washington, D.C., as it prepared a kiosk for the AU Summit and a memorandum on follow-on work to support the AU's agenda for regional integration.

ASIA AND MIDDLE EAST BUREAU: JOBS

Developing countries in Asia and the Middle East are confronting major unemployment and underemployment challenges, especially for women and youth. The Arab Spring of 2011 indicated widespread dissatisfaction with economic structures that feed on privilege, discourage business start-up, and stifle competition and job creation. Amid a proliferation of government- and donor-funded programs that encourage SME growth and entrepreneurship, the workforce prefers the safety and security of public sector employment over the risks of private sector employment. To examine these issues further, the USAID/Asia and Middle East (AME) Bureau engaged TCBoost to implement the Job Opportunities for the Business Sector (JOBS) activity.

TCBoost, together with the AME Bureau, developed an analytical framework and country selection methodology for JOBS assessments. The framework was rooted in political economy analysis and coauthored by a political economy professor from Georgetown University. TCBoost piloted the framework in

Kyrgyzstan and then adapted the methodology for a Washington-based literature review for Jordan and a field-based assessment in Libya. Led by a prominent Jordanian labor economist, the assessment in Libya focused on reintegrating ex-combatants into the economy.

ARMENIA: SUPPORT FOR THE SCPEC

Armenia's State Commission for the Protection of Economic Competition (SCPEC) is an independent agency established to protect and promote free, open, and fair competition; encourage entrepreneurship; and defend consumer rights. Inefficiencies in information technology and management were embroiling commission staff in clerical tasks and limiting their ability to respond to inquiries on competition matters and conduct investigations or recommend courses of action. To focus on technical work, staff needed accurate and reliable data on economic entities and laws and regulations.

With support from USAID/Armenia, TCBoost designed and installed an automated record management system for the commission. Staff use the system's searchable records on companies and products to better manage work flows, cases and investigations, and documents, and to initiate market research on and direct inquiries to companies and other economic actors. To ensure transparent, accountable, and smooth case management, the system tags each action or request with personal identification numbers and time records. TCBoost procured the hardware and software, trained more than 40 staff on its use, and provided the source code, system guides, and user manuals in English and Armenian to support sustainability.

[This] was a good project, SCPEC is happy with the equipment and system and with [the team]. Thank you for the good work.

—Diana Avetyan, EG Officer, USAID/Armenia

TCBoost also collaborated with USAID/Armenia and the Ministry of Economy to support the development of an online portal for the services of the Armenian

Intellectual Property Agency, the National Institute of Standards, and the SME National Development Center of Armenia. TCBoost interviewed more than 20 stakeholders, including representatives from the ministry and its agencies, the NORC Analytical Center, and private ICT companies. The resulting report assessed ministry capacity to implement the portal and provided draft terms of reference and an illustrative budget for the project.

SERBIA ECONOMIC GROWTH ASSESSMENT

Southwest and South Serbia are among the poorest regions in the Republic of Serbia. USAID/Serbia aimed to maximize its impact and legacy in these regions, particularly the economically devastated municipalities in the Zlatiborski and Raski districts of Southwest Serbia, and the Pcinjski and Jablanicki districts of South Serbia, and sought an independent assessment of how to do so. TCBoost mobilized expatriate and local experts to determine which economic sectors and subsectors held the most promise for incomes and jobs in the four districts.

Let me convey our joint EGO pleasure in working with you on this assignment. The high degree of technical skills and professionalism of everyone on the team... made this a very pleasant and productive process. Thanks to you and your team for the contribution of everyone to a final product we are proud to share. I look forward to working with you again in the future.

—Susan Kutor, EG Chief, USAID/Serbia

TCBoost gathered information on agricultural and other sectors (e.g., dairy, meat processing, fruits and vegetables, textiles and apparel, shoes, light manufacturing, tourism) and interviewed stakeholders from private sector associations, municipal governments, regional development agencies, donors, and other USAID-funded programs. The final report included an overview of the geography, demographics, and economic status of Southwest and South Serbia; discussed how national policies and programs affect economic development in these regions; presented a

strengths-weaknesses-opportunities-threats (SWOT) analysis of sectors and subsectors; and recommended next steps for USAID programming.

UKRAINE LEGAL PROGRAMS ASSESSMENT

In 2010, USAID/Ukraine's economic growth portfolio consisted of nine projects and programs, all of which included activities related to legal and regulatory reform. On behalf of the USAID/Ukraine Office of Economic Growth, TCBoost assessed how those activities could be better coordinated. A team of expatriate and local consultants interviewed more than 40 project stakeholders, including representatives from USAID, project counterparts and beneficiaries, the private sector, and nongovernment organizations. The team also met with all nine USAID COPs and USAID legacy institutions, such as the Commercial Law Center and the Institute for Budgetary and Socioeconomic Research. The final assessment presented an overview of Ukraine's political economy and commercial laws (e.g., property, contract law, company law, and commercial dispute resolution) and actionable recommendations.

ASW SUSTAINABILITY PLAN

National single windows (NSWs) facilitate trade by simplifying and coordinating the submission and processing of cargo clearance data. The Association of Southeast Asian Nations (ASEAN) is committed to establishing a regional environment in which the NSWs of member states can operate: the ASW. Member states have established a regional architecture for connecting NSWs and have endorsed architecture for a pilot ASW project involving seven states. Member states must plan for the full rollout of ASW and its sustainability. To this end, ASEAN requested a sustainability plan.

TCBoost, the USAID-funded ASW project, and the ASW Working Group collaborated to create the ASW Sustainability Plan. The plan provided cost-benefit analysis, a qualitative value proposition, a quantitative impact study, funding options (e.g., public-private

partnerships), and a recommended governance structure. It recommended that member states continue business process and legal gap analysis and that ASEAN create an ASW mission statement, adopt official sustainability principles and performance guidelines, and obtain a perpetual license for the ASW gateway software. The ASW Working Group endorsed the plan, and findings have been incorporated into the design of a new USAID-funded five-year technical assistance program for ASEAN.

Gaining political commitment and support for the ASW at the national level remains a challenge...The Sustainability Study provided members of [our] TWG with a clear understanding of the ASW/NSW Framework and how to present the business case for its sustainability beyond IT operations to senior policymakers and stakeholders in the country. The Study will also enable the AMS [ASEAN Member States] to come up with informed decisions on how to proceed with the project to achieve the potential benefits of the ASW in trade facilitation and achieving national competitiveness.

—Delegate from ASEAN Technical Working Group

SOUTH-SOUTH TIME IN TRADE

South-South trade has increased over the past two decades. According to the Organization for Economic Cooperation and Development (OECD), the benefits of freer South-South trade may be at least as large as those to be had from securing better access to markets in developed countries. Under TCBoost's sponsorship, Dr. David Hummels of Purdue University analyzed South-South time in trade, building on the methodology and assumptions of his widely cited USAID-funded time-in-trade research of 2007. The new research was made possible by access to trade data not available in 2007. Hummels concluded that in order for South-South trade to flourish, time in trade must be greatly reduced, and he showed that some delays are so severe as to prohibit trade in sensitive products. The composition of South-South trade flows in the dataset also appeared undiversified, supporting assumptions about the positive relationship between export diversification and economic growth. The report was

presented at a USAID roundtable in Washington and widely circulated.

POSTQUOTA TEXTILES AND APPAREL TRADE

The elimination of global textile and apparel quotas in 2005 affected producers in developing countries in various ways. Other factors affecting competitiveness and shaping industry trends include rising volumes of Chinese exports (and countries' restraints on them), evolving trade preferences and agreements, changes in buying patterns, and antidumping and countervailing duty investigations. In 2008, TCBoost analyzed trends in postquota textile trade and their impact on TCB programming in developing countries, presenting findings at meetings of the USAID Economic Growth Sector Council and the Fair Labor Association in Washington, D.C. Attendees asked why some countries were "winning" while others struggled and how textiles and apparel producers could best be supported in Latin America, sub-Saharan Africa, South Asia, and Southeast Asia. They also shared their experiences implementing programs supporting the competitiveness of textile and apparel producers. TCBoost's report was circulated to USAID missions and COPs. The success of the analysis led USAID/Pakistan to request similar analysis of Pakistan's textiles and apparel industry, as well as a follow-up request from the USAID/LAC Bureau.

LAO PDR TRADE IN SERVICES

Because of concerted effort by the Government of Lao PDR, USAID, and other donors, Lao PDR is expected to accede to the WTO in February 2013. Shortly after TCBoost began in 2008, Lao PDR submitted an offer on services, including telecommunications—a fundamental component of the Laotian economy. The development of telecommunications in Lao PDR is vital to attracting domestic and foreign investment and facilitating and adding value to other types of economic activities. Working with the USAID Lao PDR BTA/WTO Accession project, TCBoost assessed the potential impact of more

competition in telecommunications services. The assessment described the market for telecommunication services in the Lao PDR, identified the potential benefits and challenges of liberalization, and recommended ways to bridge the gap between the country's trade obligations and its legal framework. The report was well received and helped shape the preparation of service sector offers in WTO accession negotiations.

TRANS-KALAHARI AEO ASSESSMENT

Over the past decade, USAID has provided significant support for economic integration along the Trans-Kalahari Corridor (TKC), an overland route linking the port of Walvis Bay in Namibia and the industrial center of Gauteng, South Africa. TCBoost Senior Customs Adviser Robert Holler traveled to South Africa, Namibia, and Botswana to assess the readiness of customs authorities to implement a regional AEO program. This was done in collaboration with the Southern Africa Trade Hub and was integral to its work program.

Mr. Holler reviewed guidelines proposed for the regional program; presented his findings to TKC AEO task teams in all three countries; and met with regional risk managers to review risk and compliance management practices, including post-clearance compliance controls. His report recommended concrete steps for the three customs authorities to advance toward a regional program. Mr. Holler shared TCBoost's AEO programs handbook with customs authorities in the course of his assessment.

Since the assessment, the three customs administrations have developed a framework for a regional preferred trader/AEO policy and an action plan. The action plan presents analysis of the legal framework and training needs and next steps for implementation. The program will now be a Southern African Customs Union (SACU) program, with Lesotho and Swaziland (non-TKC countries) also participating. The WCO has been asked to conduct the training; its participation is pending. Implementation of the regional AEO program in SACU is expected to begin in 2013.



5 TRAINING AND WORKSHOPS

An important aspect of TCB programming, training informs and enlightens stakeholders and improves program design and implementation. Throughout the life of the project, TCBoost trained nearly 2,400 people on a range of TCB topics, including trade agreement negotiations, trade facilitation, export promotion, and the use of tools and models. Project experts trained expatriate and cooperating-country USAID professionals, as well as public and private sector stakeholders (e.g., Ghana TAB, Nigerian exporters).

In addition to designing and implementing comprehensive training, over the years TCBoost experts were also invited to help organize and participate in a variety of events and panel discussions devoted to TCB. These events not only stimulated discussion of TCB, but also gave TCBoost a high profile early on and became venues for disseminating project tools and analytical work. TCBoost's COP and experts moderated sessions and presented papers and tools at many events referred to earlier in this report, as well as at the 2009 Enhancing Competitiveness in Southern Africa symposium in Johannesburg, the 2009 East Africa Trade and Transit Facilitation Donor Forum in Nairobi, and the 2010 ASEAN Food Security Workshop in Singapore.

This chapter describes training delivered primarily for USAID and other U.S. Government clients and audiences. A detailed schedule of TCBoost training is provided in Appendix B.

REGIONAL AND WASHINGTON-BASED TRADE TRAINING

In Year 1, TCBoost designed and implemented a five-day training event in Washington, D.C., covering the impact of trade and economic growth on

poverty, foreign direct investment, trade facilitation, and the business-enabling environment. The training also addressed cross-cutting topics such as TCB in postconflict countries, value chain development, monitoring and evaluation, and the effects of the global food crisis on trade and investment. The mix of speakers—from USAID, USTR, Millennium Challenge Corporation (MCC), the World Bank, and private contractors—showed how development issues span agencies and highlighted different perspectives. USAID trainees ranged from junior officers to highly experienced mission staff.

TCBoost also designed and implemented training in Pretoria in March 2010 and in Bangkok in November 2010. Each event lasted two-and-a-half days and was part of a one-week, regionally focused economic growth training on programming for impact implemented with the BizCLIR project. Trainers and presenters included international and regional experts, host-country customs officials, donors, and USAID implementing partners. Each training curriculum featured sessions on trade policy, trade facilitation, and food security. Training was engaging and interactive, featuring case studies, group sessions, films and other visual media, and a TCB Jeopardy-like game. The training was rigorous and evaluations were positive overall.

SHORT COURSES FOR USAID ECONOMIC GROWTH PROFESSIONALS

TCBoost was implemented during a period of major recruitment of junior economic growth officers at USAID under the Development Leadership Initiative (DLI). TCBoost was asked to provide training for DLI orientation. TCBoost designed and implemented three intensive short courses for these officers in

Washington, D.C. Courses lasted from a half-day to a full day and covered trade and poverty alleviation, the history of U.S. trade policy, and TCB resources, and offered practical guidance on program design and implementation, drawing on the best practices and lessons of programs in Nigeria and Southeast Asia. Training was delivered by USAID and TCBoost staff.



TCBoost's Bob Holler and participants at a symposium in Johannesburg, South Africa.

home countries on PCA. Referring to the PCA programs handbook, the first part of the training reviewed fundamentals, and the rest covered how to conduct an audit, focusing on audit planning, preparation, and interview techniques. Role playing gave trainees a practical perspective, and trainees ran two training sessions. Equipped with the PCA programs handbook and a training manual, they then returned home and trained fellow comptrollers and other audit staff. As of this writing, three customs authorities had completed the training at home and two more training events were being prepared. This training program inspired development of a similar program for AEO.

PATHWAYS TO PROSPERITY

A whole-of-government effort to increase broad-based and equitable economic growth in the LAC region, the Pathways to Prosperity in the Americas program has four pillars, one of which is trade facilitation. The USDOC and USCBP are helping customs authorities in Honduras, El Salvador, and Costa Rica to improve and modernize border management to ease the flow of goods and services and to increase regional competitiveness. TCBoost's Senior Customs Adviser Bob Holler delivered presentations on risk management to receptive public and private sector audiences at training events in Tegucigalpa, San Salvador, and San Jose. There were approximately 80 attendees at each event, roughly 80 percent of them from the private sector. Mr. Holler's participation was paid for by TCBoost and the USDOC.

CAFTA-DR TECHNICAL BARRIERS TO TRADE

In 2011, at the request of the USTR, TCBoost collaborated with USAID, USTR, and the Government of Costa Rica to provide financial and logistical support for a CAFTA-DR workshop on technical barriers to trade. Held in San Jose over two days, the workshop showed how strong standards and conformance infrastructure can support business development, enable good regulatory practice, and minimize barriers to trade. The workshop also examined regional and international technical barriers to trade. The workshop was

TRADE CERTIFICATION

USAID is developing certification curricula in economic growth topics—such as financial services, trade, and enterprise development—for all officers to ensure a basic level of knowledge and to help officers design and run technical assistance programs. TCBoost collaborated with USAID/EGAT to develop a skill matrix and multiple-choice questions for the trade certification course. The matrix and questions focused on how TCB plays out in developing countries; the relevant functions, organizations, and institutions of trade; key policy and administrative issues; and trade trends.

PCA IN LATIN AMERICA

TCBoost partnered with the WCO, IDB, and Caribbean Customs Law Enforcement Council on a five-day training-of-trainers program on PCA at the WCO Regional Training Center in Santo Domingo, Dominican Republic. The training provided midlevel customs professionals from the LAC region with the knowledge and skills necessary to train staff in their



TBoost staff prepare for a workshop in Arusha, Tanzania.

opened by Alejandra Porras, the Minister of Foreign Trade of Costa Rica. Attendees included representatives from all CAFTA-DR countries and several U.S. and regional private sector leaders; representatives of industry associations participated on panels. Attendees evaluated the workshop positively. TBoost submitted a summary report to USTR and USAID in English and Spanish.

TRADE IN A POSTCONFLICT SETTING

Economic growth programming, including TCB, can help restore order in countries emerging from conflict, but trade can remain challenging, especially when border management is the focus. Borders must be managed to facilitate legitimate trade and tax revenue while maintaining a sense of security, however fragile. TBoost experts delivered presentations on trade during three USAID training events in Cairo and Washington, D.C. The purpose of the training

was to help program officers design and implement economic growth programs in postconflict settings, such as the West Bank, Afghanistan, and Pakistan. TBoost experts answered questions on border management, anticorruption, and trade facilitation.

FISCAL POLICY AND MANAGEMENT

TBoost's Senior Customs Adviser Bob Holler trained 22 USAID staff on customs administration reform and modernization during a one-week event sponsored by the USAID-funded Fiscal Reform II project. Focused on fiscal policy and management, the event was held at Georgia State University. Mr. Holler's training prompted lively discussion on anti-corruption, customs automation systems, and similar topics. The training showcased USAID-funded customs tools, including AEO, PCA, and advance rulings handbooks and TCBaseline. Participants were given a CD of overview materials on trade facilitation and border management.



6 KNOWLEDGE MANAGEMENT

Knowledge management is a critical but often underappreciated aspect of TCB programming. TCBoost developed a repository of knowledge for field-based program officers searching for best practices, TCB scopes of work, success stories, and tools for program design and implementation. Despite initial implementation challenges, TCBoost's knowledge management products, including the project website, became go-to resources for USAID and other donors.

WEBSITES

From the outset, TCBoost viewed the project website (www.tcboostproject.com) as essential for knowledge management and general outreach. The site was launched by the end of Year 1 after TCBoost resolved resource issues and overcame significant reluctance on the part of the client, due in part to bad experiences with previous projects based in Washington, D.C. The website featured information about the project in general (e.g., mission, key personnel); publications and training material; stories on work done under TCBoost and its predecessor projects; and references to other TCB projects funded by USAID.

The website expanded over the life of the project, adding new sections on trade policy, trade facilitation, and cross-cutting areas and a search function that facilitated access to offerings in the Trade and Investment Library. The library was expanded to include scopes of work and became the largest single source of this information for USAID/Washington and USAID missions. The website was also accessed by visitors throughout the developing world, including in Nigeria, India, the Philippines, Egypt, South Africa, and Ghana.

TCBoost also produced attractive and substantive websites for the project's two largest buy-in activities: the East Africa CDS and Nigeria NEEP. In both cases,

the website was central to implementation—raising and building the projects' profiles; disseminating tools and reports; sharing information about events, new deliverables, and activities; and creating a tangible and visible image for the projects.

The East African Corridors website (www.east-african-corridors.org) is a one-stop shop for information and data on the Northern and Central Corridors and information on transport, logistics, and trade in sub-Saharan Africa. The website's online database allows users to locate the region's transport-related projects, identify gaps in regional infrastructure, coordinate work to ensure efficient allocation of resources; and prevent overlapping projects among financial sponsors. The database includes nearly 300 studies, reports, and data files, and information on more than 130 current and planned transport and infrastructure projects being financed in the region. These projects are also shown on geographic information system maps.

The NEEP website (www.nigeriaexport.org) provided information on the program and its services, with separate pages on market intelligence, technical assistance, business-to-business linkages, and access to finance. The website was a venue for publicizing “buyer alerts” that notified Nigerian exporters of potential U.S. buyers for Nigerian specialty food and health and beauty products, and provided resources for exporters, such as the Food and Drug Administration (FDA) Registration Guide and NEEP Export Guide. NEEP client firms could also apply for assistance through the site.

EAST AFRICA CDS FILMS

Films bring issues to life, usually much more effectively than written words. Working with Silverfish

Media USA, TCBoost developed five films for the East Africa CDS:

- *Let's Get East Africa Moving*
- *East Africa's Northern and Central Corridors: Investing in Transport Infrastructure*
- *The Northern Corridor of East Africa: The Route of Opportunity*
- *East Africa's Central Corridor: The Way Forward*
- *Corridor Diagnostic Study: An Action Plan for Getting East Africa Moving.*

Featuring interviews with more than 60 regional and national stakeholders, the films raised awareness of challenges in the Northern and Central corridors and conveyed in image and sound the vast potential that could be unlocked by improving infrastructure and policy. The films gave reform champions a compelling tool in lobbying for technical, financial, and administrative resources and inspired decision makers to implement reforms and attract and increase investment.

conference; at presentations in Washington, D.C., London, and Geneva; and at USAID TCB training events. DVDs were distributed to the EAC Secretariat, corridor committees, USAID, DFID, the WTO Enhanced Integrated Framework, and other regional and global stakeholders for further dissemination and use at future events. The films can be viewed at the TCBoost website, YouTube, and other Internet streaming platforms. Footage was provided to the WTO to include in a film on trade facilitation.

TCB PROJECT TRACKER

At the request of the USAID/EGAT Trade Team, TCBoost developed a simple and concise Excel spreadsheet tracking USAID-funded field-based TCB and business-enabling environment programs. The tracker includes the project's name, period of performance, and names of implementing partner(s) and the COPs. The tracker was periodically updated and sent to the USAID Trade team.

Well received, the films were viewed not only at CDS stakeholder workshops but also at a regional investors



Silverfish Media film crew gives an impromptu camera demonstration to children in Malaba, Kenya.

7 REFLECTIONS AND LESSONS LEARNED

Designing and implementing a demand-driven project that provides technical assistance around the world while based in Washington, D.C., is no small challenge. The TCBoost implementer had to have field experience on similar TCB projects, know how to foster relationships with field missions and secure buy-ins, cope with funding uncertainty, and operate pragmatically within the scope of work while thinking strategically. But even the most experienced will learn new lessons and relearn old ones. In this section we summarize TCBoost's lessons learned in project management and technical implementation.

It is possible to transcend budget constraints with a strong project vision, plan, communication, and outreach. TCBoost's \$11 million budget was fully obligated by the end of the performance period, a testament to demand for TCBoost technical assistance and training. If not for the contract ceiling, the project could have taken on far more work. TCBoost did not seem headed in this direction at first. In Year 1, the management team was told that the project's modest obligation would have to last 18 months. In the face of this austerity and uncertainty, USAID managed expenditures extremely carefully, raising concerns about investments in knowledge management, including the website. TCBoost management and USAID/EGAT devoted considerable effort to promoting the project with field missions, articulating a clear vision for the project through personal conversations, the project flyer, attendance at a few high-profile events (e.g., Cairo Postconflict Economic Growth Training and Southern Africa Competitiveness symposium), and selected high-profile tools and analysis (e.g., TCBaseline and Postquota Textiles and Apparel study). By the middle of Year 2, the project secured

buy-ins from East Africa, West Africa, Nigeria, and the Africa Bureau. The successful implementation of this work attracted more buy-ins from Burundi, Armenia, and others. Spending in Year 3 doubled that of Years 1 and 2 combined. The project grew rapidly in Years 3 through 5, in large part due to early strategic investment in communication and outreach, including the website, the participation of the COP and other project experts in high-profile events, and a training event for USAID officers.

It is essential to keep the contracting mechanism flexible to facilitate home-base activities and field programming. Unlike other projects based in Washington, D.C., TCBoost did a good amount of work in the field. TCBoost staff worked in East Africa for 18 months and Nigeria for 2 years. TCBoost, however, was not designed to accommodate a robust and simultaneous presence in Washington and the field. As activities proliferated and intensified in Years 3, 4, and 5, the project had to recruit a full-time deputy COP and a nearly full-time program assistant. Fortunately, contract design allowed for this, and TCBoost struck a balance between continuity and flexibility—keeping key personnel throughout the project and adding full- and part-time staff as needed. The contract mechanism, however, was not designed to accommodate extensive field activity and necessary CCN and TCN experts efficiently. While the project managed, the source origin code and need for waivers burdened administration for both USAID and the implementer. The project was helped by the COR, who facilitated TCBoost's ability to overcome contract-related issues in order to get work done. Successful delivery also required quick approvals, which the contract structure allowed. Future TCB task orders should be similarly designed to enable quick response and delivery.

It is important to know your clients and build in time for securing consensus among them. Each buy-in had at least two clients: the TCBoost COR and an activity manager at the client mission or bureau. Sometimes multiple mission staff were copied on correspondence, commented on draft scopes of work, and delivered contradictory guidance on implementation. This is only to be expected when running Washington-based projects dependent on mission buy-in. The lesson: plan for the amount of time it takes to achieve consensus, get guidance on and follow mission and bureau reporting protocols, and find out who is responsible for final approval of activity deliverables at each mission or bureau.

Clearance by multiple agencies prolongs completion timelines for deliverables. Handbooks covering procedures involving multiple agencies and analysis covering sensitive topics, such as textiles and apparel, must be reviewed by other agencies as well as by USAID. Reviews can take months, sometimes stretching the timeframe for a deliverable by a year or more. For a short project, this creates challenges in keeping information current and disseminating analysis, handbooks, and other tools for wide use.

Successful collaboration takes time, effort, and sheer willpower—but is worth it. Global projects based in Washington, D.C., must collaborate effectively with other USAID projects and the projects of other donors. In a landscape crowded with donors this is a necessity, not a nicety, but is easier said than done. Coordination is difficult. TCBoost's work on the East Africa CDS—whose cover sports 11 logos of the 11 international, regional, and local entities involved in the study—exemplifies the challenges and the rewards of collaboration. Coordinating priorities, schedules, and activities was a herculean effort, but the CDS and concurrent transport corridor studies benefited from the sharing of reports, data, maps, and expert knowledge to create comprehensive analysis without duplicative effort. It is important, however, not to underestimate the amount of time and effort coordination requires. And, no matter how much time and effort are invested, success will depend on the sheer will of the individuals involved to make it work.

It is important to respect and even defer to other projects in the field. USAID frequently asked TCBoost to work on activities directly within the scope of other USAID programs, such as the West Africa Trade Hub, East Africa COMPETE, and the Burundi Agribusiness Program. The success of such collaboration was attributable to full and open communication between USAID counterparts and their field projects and between COPs and technical staff. A Washington-based project such as TCBoost must practice a certain deference when embarking on field work, particularly when another bilateral or regional project is already in the field. TCBoost's COP and other technical staff tapped their existing relationships with other USAID field staff to foster communication and minimize any perceived threat.

Sustainability requires ownership and follow-up on the ground. On six occasions, activity “champions” at missions engaged TCBoost to conduct field research and analysis then left their posts shortly before work began. The project still produced good quality work, but the lack of an in-country advocate to set the stage and communicate with host-country counterparts created challenges, which delayed implementation and completion. Personnel continuity should be considered when undertaking pilot programs, research, and training (see recommendations in Chapter 8).

It is useful to standardize TCB training to enable comparison and improvement. TCBoost's trade and investment training for USAID staff in Washington, Pretoria, and Bangkok was original and creative. Experts explained fundamental concepts of trade and investment while incorporating geographical and regional perspectives (e.g., African experts discussed trade policy in Africa, Thai customs authorities described their experience in customs modernization). The training also touched on USAID's priorities, such as public-private alliances. Overall, evaluations were positive, but it was very challenging to please all the people all of the time. This may be attributable to trainees' perspectives, biases, and varying levels of knowledge. But it also suggests that USAID should standardize TCB training to a certain extent so evaluations of future training have a basis for comparison that enables training to be refined and improved.

8 RECOMMENDATIONS

Drawing on the experience and lessons of TCBoost, we present below recommendations for USAID’s future TCB programs based in Washington, D.C.

TECHNICAL WORK

Adapt, apply, and invent analytical tools. The contributions of USAID’s Washington-based TCB programs over the past decade should not be underestimated. For example, tools such as FastPath, TCBaseline, and the Trade Facilitation Impact Calculator have made it possible to methodically and consistently evaluate trade facilitation capacity in the field and in Washington, D.C. Future programs should adapt and apply these analytical tools, keep a running inventory of other TCB tools and methodologies, and develop new tools. TCBoost applied tools, such as FastPath, developed under its predecessor project, and posted on its website the tools and reports of previous USAID projects (e.g., TCB, FASTrade). During TCBoost’s period of performance, the number of economists at USAID increased sharply, from 16 to 80. These USAID officers regularly use economic growth analytics, such as the Rodrik-Hausmann model and cost-benefit analysis, to guide the design and implementation of TCB programming. Future TCB projects can support these efforts by developing training, pilot activities, and tools that improve technical assistance.

Embrace thought leadership in TCB. A global program is an ideal platform for developing and testing tools and methodologies, conducting research and analysis in the field, and disseminating best practices in briefing notes. Future TCB programs should embrace each of these activities and use an assortment of media and venues to disseminate tools, methods, and findings as broadly as possible.

Explore how bilateral assistance can advance regional integration. USAID’s commitment to economic growth through regional economic integration is evident in its support for and funding of regional trade hubs and technical assistance and training facilities (e.g., West Africa Trade Hub, COMPETE, Southern Africa Trade Hub, ASEAN TATE, APEC TATF). USAID also supports regional economic communities. Meanwhile, more and more national governments of developing countries are achieving economic integration through bilateral projects in customs integration, trade corridor improvement, and energy sharing. USAID should also consider how bilateral assistance can further integration. USAID’s global TCB programs should analyze bilateral as well as regional economic integration efforts to identify best practices and lessons learned applicable to development assistance in general.

Develop tools that measure human and institutional capacity. USAID recognizes that local ownership and sustainability are invaluable; this was evident in the design of TCBoost and is a focus of USAID Forward, which aims to put the institutions of partner countries in the driver’s seat. A 2012 review of aid-for-trade impact by the International Centre for Trade and Sustainable Development, however, concluded that donors pay little attention to the human resources of trade institutions. This may be attributable to the need for “quick” and measurable results in TCB; after all, it is very challenging to measure the impact of building capacity in policy analysis and formulation or attribute improvement to a particular intervention. USAID should consider how its Washington-based programs can create or improve tools and metrics for assessing and developing human and institutional capacity in the context of TCB. TCBaseline, for example, assesses the capacity of customs authorities, and similar tools can be designed for trade ministries, trade

policy think tanks, and the like. Reviewing existing tools and approaches, such as those developed under the USAID Center for Development Information and Evaluation TIPS series, would be an excellent start.

Seek traditional and innovative private sector partnerships. As USAID faces potential budget cuts, USAID/E3⁶ must strive to do more with less. Partnerships with the private sector can amplify development assistance and achieve goals of mutual benefit. For example, the amount of private capital flowing into the developing world—whether as foreign direct investment, domestic investment, or remittances—is impressive. It is recommended that USAID seek TCB-related partnerships with the private sector, learning to “speak the language” of the private sector and loosening U.S. Government rules and regulations to expedite the formation of partnerships. Partnerships should be sought not only in North America and Europe, but also in ascendant middle-income countries such as Brazil, Russia, India, China (BRIC), and Malaysia to pursue mutual goals to increase TCB abroad and benefit traders at home by expanding markets and sourcing options. With its global approach, USAID/Washington’s TCB programming can facilitate private sector partnerships and involve new actors (e.g., BRICs vis-à-vis South-South trade) in planning TCB assistance.

Deepen partnerships with like-minded institutions. Projects based in Washington, D.C., can foster productive partnerships with other TCB stakeholders, such as the World Bank, International Monetary Fund, and WCO. For example, the WCO and IDB benefited from the expertise, products, and tools provided by TCBoost, and USAID and TCBoost benefited from the exposure and event venues offered by these partners. TCBoost attempted to work with the WTO Enhanced Integrated Framework, but this was late in the project when funds and time were short. The prospects for a complementary working relationship, however, were otherwise very promising. Whether brokered by USAID, the contactor, or some combination, institutional collaboration and partnership should be pursued and solidified. This applies to

whole-of-government efforts such as the Partnership for Growth, which is completely dependent on inter-agency coordination. The USTR, U.S. Department of Agriculture, U.S. Trade and Development Agency, USDOC, USCBP, MCC, and the Overseas Private Investment Corporation should all have a place in building trade capacity abroad.

Make clear the relevance of TCB to other development assistance. During one of TCBoost’s regional training events for USAID officers, trainees designed an illustrative project with components in trade policy, trade facilitation, and export promotion. The project was to be conducted in a Feed the Future beneficiary country. For each activity, proposed trainees were asked “How does this benefit food security?” In many cases, they could not answer the question. TCB is relevant to many USAID initiatives, including Feed the Future. USAID economic growth officers should be well versed in the relevance of their work to other areas of USAID assistance, including agriculture, food security, the environment, and global health.

MANAGEMENT AND ADMINISTRATION

Provide managerial support for Washington-based projects. In contrast to resident field projects, Washington-based projects tend to underestimate the number and type of staff needed to support activities. Any project running multiple large activities as well as numerous short activities needs several long-term, full-time staff at various levels to manage simultaneous implementation and respond in a timely manner to a proliferation of clients.

Expect to conduct TCB activities in the field. Though it required a COP with field experience, TCBoost was envisioned as a Washington-based project in keeping with predecessor TCB projects. But TCBoost ended up doing a significant amount of field work that required the services of TCNs (e.g., East Africa CDS, Nigeria NEEP). Hiring these experts proved cumbersome, requiring waivers from the USAID Assistant Administrator. It is recommended

⁶ EGAT was reorganized and renamed the Bureau for Economic Growth, Education, and the Environment (E3) in 2012.

that USAID/E3 anticipate hiring TCNs in upcoming global programs and assign procurement codes accordingly.

Be ambitious yet selective when choosing activities.

During TCBoost’s period of performance, demand for technical assistance and training often exceeded what the project could accommodate. When selecting which activities to pursue, USAID and the contractor considered several factors: Would the activity help meet the project’s and USAID’s goals for TCB assistance? Did the activity have a clear scope of work and champion in the partner mission or bureau? Would that champion be in place for the entire period of

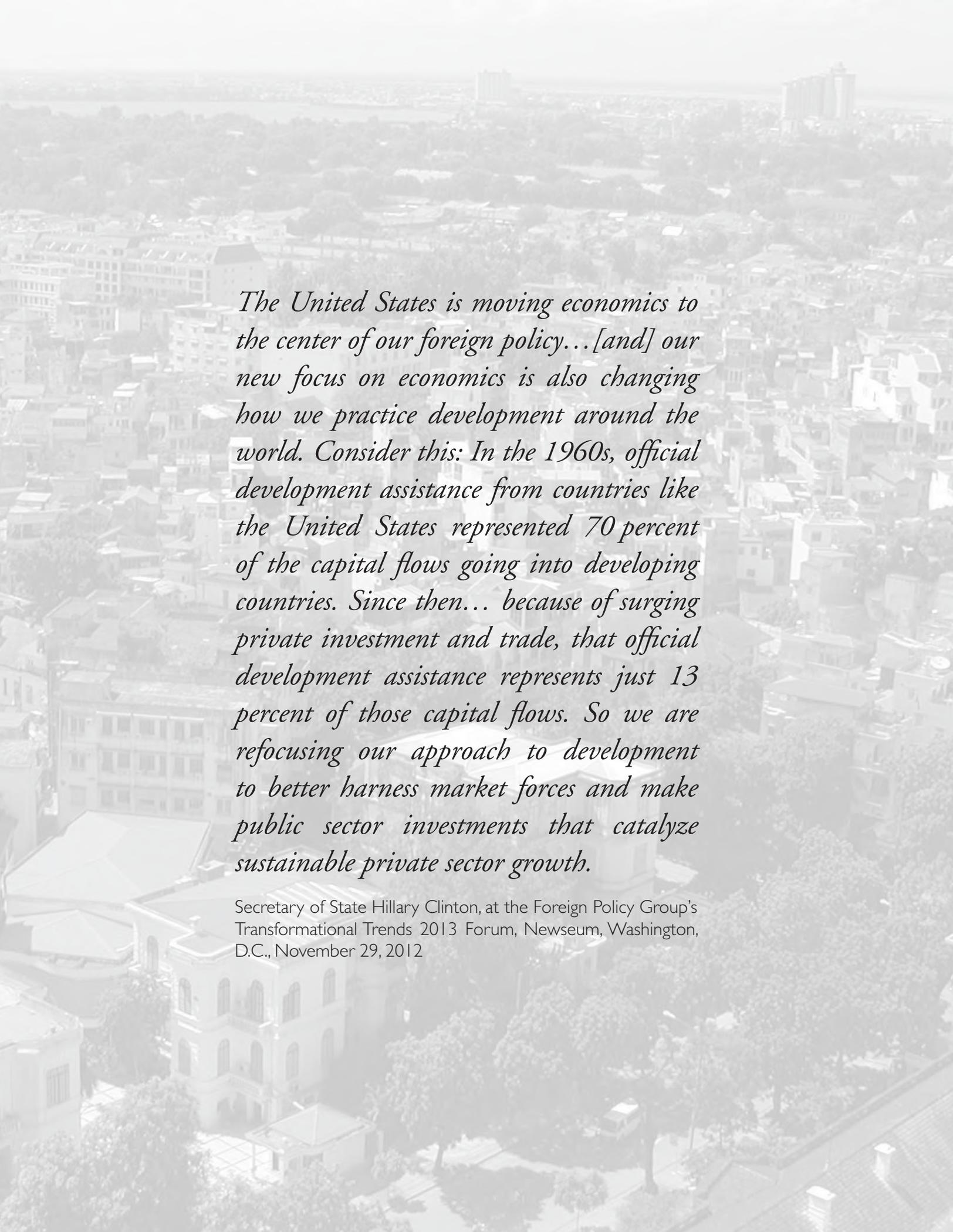
performance? Future TCB projects should take these factors into account and consider which activities would be best handled through field-based programs (e.g., those involving complicated equipment procurement and extended, multiyear activities).

Align TCB knowledge management with agency-wide efforts.

The searchable library on the TCBoost website consolidates TCB information in one place, but the site will be taken down following project closeout. Ensuring the sustainability of this resource should be prioritized in future Washington-based TCB projects.



WTO Director General Pascal Lamy visits Jordan Customs’ e-tracking project, one of many ways Jordan is modernizing its customs administration. TCBoost’s collaboration with Fiscal Reform Program II and Jordan Customs on advance rulings and prearrival clearance programs will help expedite clearance, facilitate trade, improve public-private dialogue, and increase Jordan’s competitiveness.

An aerial, high-angle photograph of a city, likely Washington D.C., showing a dense urban landscape with numerous buildings and trees. In the lower-left foreground, a large, prominent white building with a classical architectural style, featuring a large dome and arched windows, is visible. The rest of the city extends to the horizon under a clear sky.

The United States is moving economics to the center of our foreign policy...[and] our new focus on economics is also changing how we practice development around the world. Consider this: In the 1960s, official development assistance from countries like the United States represented 70 percent of the capital flows going into developing countries. Since then... because of surging private investment and trade, that official development assistance represents just 13 percent of those capital flows. So we are refocusing our approach to development to better harness market forces and make public sector investments that catalyze sustainable private sector growth.

Secretary of State Hillary Clinton, at the Foreign Policy Group's Transformational Trends 2013 Forum, Newseum, Washington, D.C., November 29, 2012

9 CONCLUSION

Though the economic crisis has stimulated protectionism and the Doha Development Round languishes, the global economy remains fundamentally interconnected, and developing countries must continue to build their capacity to trade. TCB is a critical component of USAID's assistance to developing countries, one influenced by a number of factors. These include WTO accession and implementation programs that promote efficiency and transparency in economic governance and encourage foreign direct investment; U.S. government initiatives, such as African Competitiveness and Trade Expansion, that will shape how TCB assistance is delivered in sub-Saharan Africa; and trade arrangements and agreements such as APEC, the Trans-Pacific Partnership, CAFTA-DR, and free trade agreements with Colombia and Panama that will continue to impact economic outcomes around the world.

TCB, however, is not only about negotiators hashing out the details of a trade agreement, nor does it conform to conventional boundaries of development assistance. It affects the quality of border posts and regional roads; broadens the choices of entrepreneurs, farmers, and truckers; fosters democracy and accountable governance through public-private dialogue on trade policy formulation; and ensures food security and raises household incomes by improving performance in transport corridors that connect agricultural producers to markets.

Throughout its extended run, TCBoost embodied the breadth and depth of USAID's TCB assistance. The project showed that a Washington-based global program can fill multiple roles, be of real value to missions, and have tangible impact in the field. The DAI/Nathan Group and the TCBoost team are pleased to have partnered with USAID on such important work.

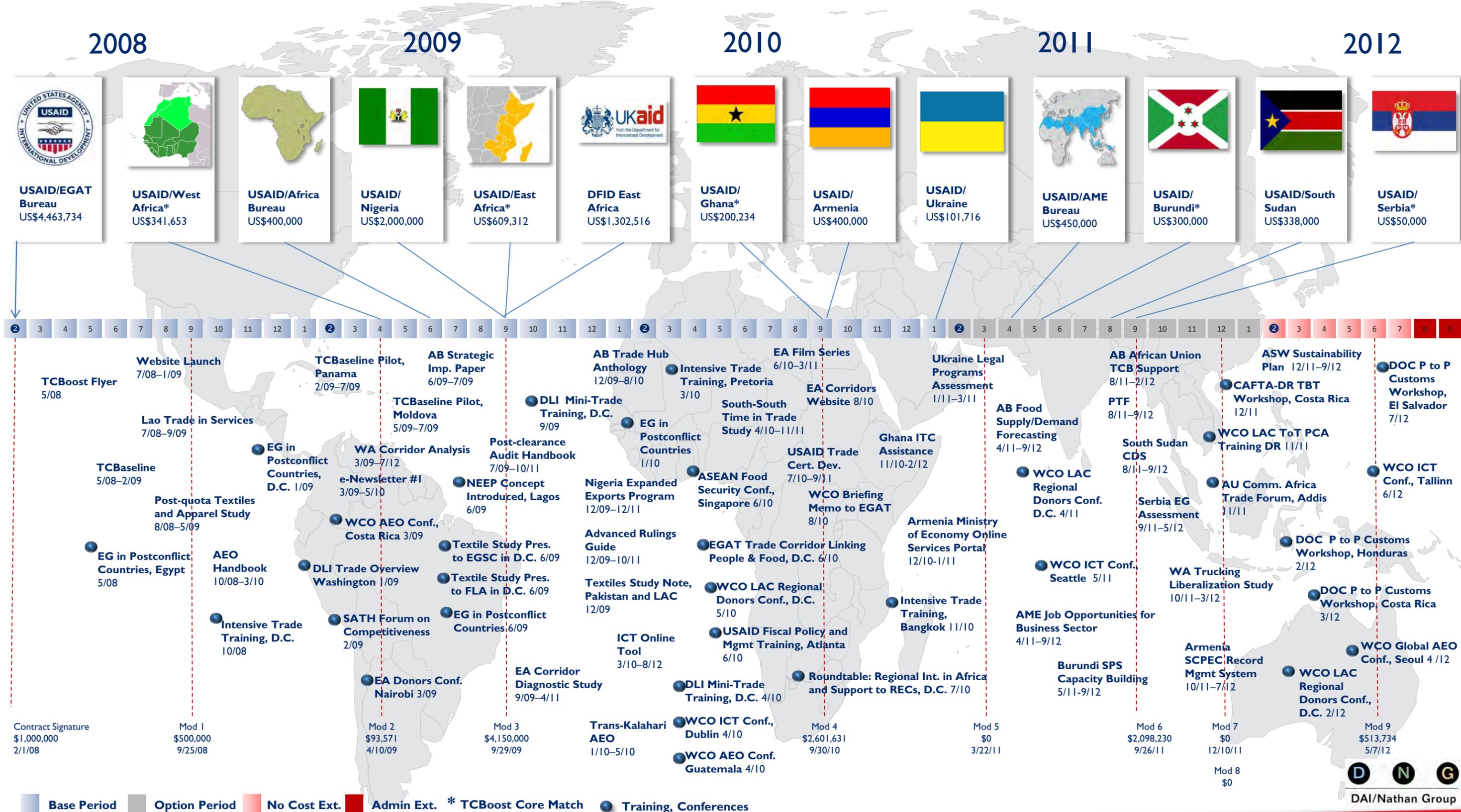




USAID
FROM THE AMERICAN PEOPLE

MISSION: To serve as a rapid response mechanism for USAID/Washington, USAID Missions, and trade hubs to address their trade capacity building needs and leverage resources to achieve maximum impact.

TCBoost
Supporting Trade Capacity Building Worldwide



Base Period Option Period No Cost Ext. Admin Ext. * TCBoost Core Match Training, Conferences



APPENDIX A PROJECT TIMELINE

APPENDIX B SUMMARY OF TRAINING PROVIDED

NAME	DATE	NUMBER TRAINED
USAID trade and investment in-depth training (Bethesda, Maryland)	Oct 2008	35
USAID one-day trade overview training (Washington, D.C.)	Jan 2009	15
Trade training for new EGAT officers (Arlington, Virginia)	Sep 2009	8
Trade and investment training (Pretoria, South Africa)	Mar 2010	22
Market intelligence workshop (Lagos, Nigeria)	Mar 2010	57
Women in export workshops (Nigeria)		
Workshop (Abuja)	Apr 2010	150
Workshop (Lagos)	Apr 2010	250
Trade training for new EGAT officers (Arlington, Virginia)	Apr 2010	8
Labeling workshops (Nigeria)		
Workshop (Kaduna)	May 2010	103
Workshop (Lagos)	May 2010	180
Fiscal policy and management training (Atlanta, Georgia)	Jun 2010	22
Access to finance workshops (Nigeria)		
Two workshops (Lagos)	Sep 2010	53
Workshop (Abuja)	Sep 2010	19
Workshop (Sokoto)	Oct 2010	44
Trade fair workshops (Nigeria)		
Workshop (Lagos)	Oct 2010	22
Workshop (Kano)	Oct 2010	36
Labeling one-on-one training (Nigeria)	Nov 2010	20
Ghana ITC trade remedies training (Akosombo)	Nov 2010	38
Trade and investment training (Bangkok, Thailand)	Nov 2010	30
NAWE training on shea butter production (Abuja, Nigeria)	Dec 2010	39
Export documentation workshops (Nigeria)		
Workshop (Abuja)	Feb 2011	19

NAME	DATE	NUMBER TRAINED
Workshop (Lagos)	Feb 2011	25
Workshop (Sokoto)	Mar 2011	33
Workshop (Port-Harcourt)	Mar 2011	38
ECOWAS Trade Liberalization Scheme training (Nigeria)		
Training (Abuja)	Feb 2011	24
Training (Sokoto)	Mar 2011	45
Pre-Global Shea Meeting (Abuja, Nigeria)	Mar 2011	36
ECOWAS Trade Liberalization Scheme training (Nigeria)	May 2011	52
Export documentation workshop (Nigeria)—Bauchi	Jun 2011	89
Quality control, food safety, and supply chain management workshop (Nigeria)		
Workshop (Lagos)	Jun 2011	60
Workshop (Abuja)	Jun 2011	73
Workshop (Enugu)	Jul 2011	50
Ghana ITC workshop (Accra, Ghana)	Sep 2011	12
Banker exporters initiative (Nigeria)		
Workshop (Abuja)	Sep 2011	81
Workshop (Lagos)	Sep 2011	83
LAC PCA training (Santo Domingo, Dominican Republic)	Nov 2011	16
CAFTA-DR TBT training (San Jose, Costa Rica)	Dec 2011	49
Ghana ITC study tour (Pretoria, South Africa)	Feb 2012	12
Pathways to Prosperity customs workshop (Tegucigalpa, Honduras)	Feb 2012	80
Pathways to Prosperity customs workshop (San Jose, Costa Rica)	Mar 2012	80
Burundi Good Laboratory Practices, ISO, etc.	May 2012	33
Advance Rulings workshop (Amman, Jordan)	May 2012	20
Prearrival processing workshops (Jordan—Amman and Aqaba)	May 2012	66
Burundi SPS training at COPE (Nairobi, Kenya)	Jun 2012	31
Training on automated record management system for SCPEC (Armenia)	Jun 2012	44
Pathways to Prosperity customs workshop (San Salvador, El Salvador)	Jul 2012	80
TOTAL		2,382





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