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External Assessment

Use of STDF's Evidence-Based Approach to Prioritize SPS Investments for Market Access (P-IMA)

Food and Agriculture Organization of the United Nations | World Organisation for Animal Health Founded as OIE | WORLD BANK GROUP | World Health Organization | WORLD TRADE ORGANIZATION

Use of STDF's Evidence-Based Approach to Prioritize SPS Investments for Market Access (P-IMA)

External Evaluation Report

December 2023

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Abbreviations and Acronyms

AGRA	Alliance for a Green Revolution in Africa
BAHA	Belize Agricultural Health Authority
BAHFSA	Bahamas Agricultural Health and Food Safety Authority
CAADP	Comprehensive Africa Agricultural Development Programme
CAHFSA	Caribbean Agricultural Health and Food Safety Authority
CARICOM	Caribbean Community and Common Market
COMESA	Common Market for Eastern and Southern Africa
DTIS	Diagnostic Trade Integration Study
EDF	European Development Fund
EIF	Enhanced Integrated Framework
FAO	Food and Agriculture Organization of the United Nations
IICA	Inter-American Institute for Cooperation on Agriculture
IFC	International Finance Corporation
ILRI	International Livestock Research Institute
IPPC	International Plant Protection Convention
LCD	Least Developed Country
MAAIF	Ministry of Agriculture, Animal Industry and Fisheries, Uganda
MEL	Monitoring, Evaluation and Learning
NGO	Non-governmental organization
OECD - DAC	Organisation for Economic Co-operation and Development - Development Assistance Committee
PACEID	Presidential Advisory Committee on Exports and Industrial Development, Uganda
PCE	Phytosanitary Capacity Evaluation (IPPC)
PG	Project Grant (STDF)
P-IMA	Prioritizing SPS Investments for Market Access
PPG	Project Preparation Grant (STDF)
PVS	Performance of Veterinary Services Pathway (WOAH)
SDGs	Sustainable Development Goals
SPS	Sanitary and Phytosanitary
STPRI-CSIR	Science and Technology Policy Research Institute, Council for Scientific and Industrial Research, Ghana
STDF	Standards and Trade Development Facility
TMA	TradeMark Africa
USAID	United States Agency for International Development
USDA	United States Department of Agriculture
WOAH	World Organisation for Animal Health
WHO	World Health Organization
WTO	World Trade Organization

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The findings, interpretations and conclusions expressed in this document are entirely those of the author. They do not necessarily represent the view of the STDF or any of its partner agencies or donors.

Executive summary

INTRODUCTION

The document presents the findings of the External Evaluation (hereafter referred to as the Evaluation) focused on the use of the STDF Prioritizing SPS Investments for Market Access (P-IMA) framework. The Evaluation took place between March and September 2023. The Evaluation covered STDF's P-IMA work from 2015 to 2023. Since 2015 STDF has supported the application of P-IMA through one regional STDF project grant (PG) and eight project preparation grants (PPGs)[1] for a total STDF financial contribution of US$591,379. Five organizations have also applied P-IMA on their own initiative. The Evaluation questions were:

- **Relevance.** To what extent did the objectives and design of P-IMA respond to the needs of stakeholders for an effective and efficient decision-making process for prioritizing SPS capacity building options?
- **Coherence.** To what extent was STDF's P-IMA work aligned with capacity evaluation tools, national programming of governments and donors, cross-cutting issues, and STDF's theory of change?
- **Effectiveness.** To what extent were the STDF's and stakeholders' objectives of the P-IMA work achieved and the P-IMA framework adapted?
- **Efficiency.** How well were STDF's resources invested in the application and coordination of the work on P-IMA used?
- **Impact.** To what extent has the P-IMA framework contributed to SPS capacity building, improved SPS related decision-making processes, and has been scaled up?
- **Sustainability.** To what extent did STDF's and stakeholders' P-IMA work contribute to long-term sustained change in SPS related decision-making and capacity to continue using the P-IMA framework?

The P-IMA framework[2] is an evidence-based approach to inform and improve SPS planning and decision-making processes where the resources available from government budgets and donors are insufficient to meet all SPS capacity-building needs. P-IMA was developed to prioritize food safety, plant and animal health investments related to trade. The P-IMA framework is applied through a seven-step process. P-IMA is part of two STDF workstreams: (1) knowledge work and (2) projects and project preparation grants.

Box 1. Key evaluation findings in a nutshell

The P-IMA framework is highly relevant in terms of addressing stakeholders needs for prioritizing SPS capacity building options in ways that are transparent, inclusive, accountable, and participatory. P-IMA work has highlighted the high potential value for money from addressing SPS capacity issues.

A significant result was that over half of the SPS capacity building options generated through P-IMA's use were taken forward for funding, integrated into national action plans, and/or used to inform organizations' strategies or national SPS investments and legislation. Over US$2.8 million was leveraged to implement SPS capacity building options. There is growing evidence that P-IMA has contributed to improved SPS capacity and market access.

Yet the use of P-IMA to inform SPS priority-setting and budgeting processes has not been institutionalized, undermining its sustainability. Despite efforts to identify complementarities with SPS capacity evaluation tools in P-IMA's design, these synergies were limited in practice. There is scope for greater collaboration with donors and development partners to support the use and mainstreaming of P-IMA, and leverage financing for the prioritized SPS investments. Improving MEL and tracking how P-IMA supports improved SPS decision-making and fund-raising would support this process.

METHODOLOGY

The primary focus of this Evaluation was to assess the contributions of P-IMA to improving SPS related decision-making and the outcomes that have emerged from this. The solution to the decision-making challenges faced by stakeholders was to view the process as two distinct phases. Phase 1 entails prioritizing SPS capacity building

[1] STDF/PG/606 COMESA; STDF/PPG/561 Tajikistan; STDF/PPG/575 Madagascar; STDF/PPG/709 Ecuador; STDF/PPG/733 CARICOM; STDF/PPG/761 Armenia; STDF/PPG/786 Ghana; STDF/PPG/831 Bangladesh; STDF/PPG/921 Gambia.

[2] P-IMA Guide (2023) https://standardsfacility.org/prioritizing-sps-investments-market-access-p-ima

options using the P-IMA framework. Phase 2 entails taking the prioritized SPS capacity building options forward into a final selection process, for example, deciding which priority SPS options will be funded.

Eleven organizations were involved in the Evaluation of which six were supported by STDF (through PPGs and PGs) and four applied P-IMA on their own initiative. Primary data was collected through virtual interviews and in-country visits to Uganda and Kenya. A total of 63 stakeholders participated in interviews, of which 52% were women. Secondary data was synthesized through a critique of documentation.

The evaluation questions were further divided into sub-questions. The answer to each sub-question was assigned a rating as shown below, which provided a snapshot of the findings.

Rating		**Definition. Extent to which each dimension of the P-IMA work was fulfilled, according to the sub-question asked and indicator[3] used to answer the sub-question.**
Significant		This dimension was fulfilled. Few additional actions are required.
Moderate		This dimension was fulfilled to a satisfactory extent but would benefit from additional actions.
Limited		This dimension was fulfilled to a partial extent and requires considerable remedial actions.
Not at all		This dimension was not fulfilled and requires urgent attention.

FINDINGS

Relevance.

Sub-questions		**Rating**
1. To what extent were the decision-making challenges and needs of stakeholders for prioritizing SPS capacity building options identified?		Significant
2. To what extent did the *design* of the P-IMA framework address stakeholders needs for prioritizing SPS capacity building options in transparent, accountable, and inclusive ways?		Significant

The decision-making challenges and needs are well documented and confirmed by key informants. The design of the P-IMA framework directly addressed these challenges to enable stakeholders to prioritize SPS investment options in ways that are robust, participative, inclusive, transparent, evidence based, aligned with contextual reality, and to give stakeholders have ownership of the process.

Coherence.

Sub-questions		**Rating**
3. To what extent was the design of the P-IMA aligned with capacity evaluation tools developed by STDF partners and other organizations?		Significant
4. To what extent were the findings from capacity evaluation tools *used* when P-IMA frameworks were applied in practice?		Limited
5. To what extent were cross-cutting issues of gender and the environment integrated into the P-IMA framework?		Significant
6. To what extent was the P-IMA framework aligned with STDF's theory of change and results framework (2020-2024)?		Significant
7. To what extent was the P-IMA framework aligned with the national programming of governments and donors?		Moderate

The design of the P-IMA framework was aligned with the capacity evaluation tools (such as WOAH's PVS Pathway, IPPC's PCE tool, and the FAO/WHO's tool to evaluate national food control systems). However, in practice just one third of P-IMA reports referred to capacity evaluation reports. This was because a capacity evaluation had not been carried out in a given country and/or the report could not be accessed. STDF partners expressed interest in creating more practical synergies between the capacity evaluation tools and P-IMA. P-IMA is well aligned with STDF's theory of change. The integration of cross-cutting issues was demonstrated by the

[3] The indicators used to answer each sub-question are presented in the Evaluation Matrix in Annex 2.1

data on the potential impact of SPS investment options on gender and the environment generated by the P-IMA frameworks applied in the Evaluation sample. Most of the P-IMA frameworks implemented were aligned with national government and donor programmes. The exception was the COMESA project (STDF/PG/606) where the intention was to make links with donor programmes, but this did not happen in practice. The COVID-19 pandemic significantly delayed project activities. Opportunities remain for COMESA to engage with donors and partners, such as the World Bank and the EIF, to fund SPS investment options generated through P-IMA.

Effectiveness.

Sub-questions	Rating
8. To what extent did the application of the P-IMA framework meet stakeholder' needs for a transparent, accountable, and inclusive process of decision making?	Significant
9. To what extent did the practical application of the P-IMA framework generate evidence-based SPS capacity building options? (Phase 1 decision making)	Significant
10. To what extent were stakeholders confident in the SPS priorities generated?	Significant
11. To what extent were prioritized SPS capacity building options integrated into plans, strategies, investments frameworks, and funding proposals?	Significant
12. To what extent has the application of the P-IMA framework been adapted and how successful were these adaptations?	Moderate to significant

Applying the P-IMA framework enabled stakeholders to generate priority SPS capacity building options that were evidence-based, through a process that was open and transparent. One of the most significant benefits was improved public-private sector dialogue. Key challenges with implementing P-IMA included using the D-Sight software, ensuring the most appropriate individuals are selected for the P-IMA technical Working Groups in some cases (such as individuals with the time to engage with P-IMA work), the virtual training format, and not having sufficient skills overall to apply P-IMA independently of the P-IMA Experts.

The confidence to act on the priority SPS capacity building options was demonstrated by the fact that an estimated 57% of these options were integrated into funding proposals, organizations' investment plans, and other uses. The P-IMA framework is highly versatile. It has been used for range of purposes and by diverse organizations including government ministries, not-for-profits, competent authorities, intergovernmental agencies, research institutes and regional economic communities.

Efficiency.

Sub-questions	Rating
13. To what extent was STDF's work on P-IMA cost-effective in contributing to more effective decision-making using the P-IMA framework?	Significant overall. Limited in one area.
14. To what extent has the STDF Secretariat promoted and raised awareness about the P-IMA work?	Significant
15. To what extent were relevant planning and MEL processes used in the coordination and management of STDF's P-IMA work?	Moderate to Significant

The STDF Secretariat conducted 37 outreach events between 2016 and 2023 and contributed significantly to increased awareness of P-IMA amongst stakeholders, including those who used P-IMA on their own initiative. STDF provided a broad overview of progress in the P-IMA work. Given the level of resources available to the Secretariat this was appropriate. However, there was insufficient monitoring of parameters such as which priority SPS investment options were taken forward and the subsequent contributions made to improved SPS capacity. Monitoring to identify and address challenges faced by stakeholders using P-IMA themselves, including the mainstreaming of P-IMA, was insufficient. Constraints in the MEL process included limited time available to the Secretariat for MEL activities, the Secretariat's limited influence on MEL processes of stakeholders, and insufficient planning and agreement between STDF and recipients of STDF PPGs and PG on what MEL data will be collected and by whom.

Impact.

Sub-questions	Rating
16. To what extent were SPS capacity building options funded and contributions made to legislative change, improved SPS capacity, and trade?	Moderate
17. To what extent has P-IMA been mainstreamed as Phase 1 of decision-making related to SPS capacity building?	Not at all
18. To what extent did the P-IMA work contribute to structural changes in Phase 2 of decision-making so that prioritized SPS capacity building options are taken forward?	Limited to moderate
19. To what extent has the scaling up the P-IMA framework begun?	Significant

P-IMA has not yet been mainstreamed as the first Phase of SPS related decision-making which involves prioritizing SPS capacity building options *on a periodic basis* as new information and SPS issues come to light. Factors hindering the updating of the P-IMA analyses included a lack of ownership of P-IMA by an appropriate entity, insufficient planning, costs, how recently a P-IMA was applied, and insufficient skills.

Mainstreaming of P-IMA into Phase 2 decision-making had mixed results. The fact that over half of the SPS capacity building options were taken forward was a good indication of P-IMA becoming mainstreamed into this phase of decision-making. This was made possible because the organizations leading the process had the *mandate* to take up the prioritised SPS options forward and the resources and processes to *facilitate* final decision making. They also had existing links with donors. In other cases, there was no organization or entity with these characteristics, and this was a key reason why some SPS investment options were not taken forward. There is stakeholder support to strengthen the mainstreaming of P-IMA.

Sustainability.

Sub-questions	Rating
20. To what extent have the P-IMA reports/ analysis been updated?	Not at all
21. To what extent was existing P-IMA expertise used to create a training strategy that enabled stakeholders to implement their own P-IMA frameworks independently?	Limited
22. To what extent were alternative models for applying the P-IMA framework and for expanding global P-IMA expertise to increase the sustainability of the P-IMA work considered by STDF?	Limited

A critical and time-bound challenge that STDF and stakeholders sought to address was to reduce the high dependency on two global P-IMA experts to apply the P-IMA framework. That none of the P-IMA reports or analysis have been updated is one indication that sustainability has not been achieved. One reason was that P-IMA had not yet been fully mainstreamed into organizations using P-IMA. Another reason was that the P-IMA training, although of high quality, does not provide stakeholders with sufficient skills and practice to apply P-IMA independently of the two P-IMA Experts. An idea proposed by stakeholders was to develop the capacity of some organizations to become "P-IMA Services Providers". Several not-for-profit organizations expressed interest in the idea. This has potential to significantly improve the sustainability of P-IMA.

CONCLUSIONS

Conclusion 1: Use of the P-IMA framework has contributed significantly to improved decision-making in terms of prioritizing SPS capacity building options. P-IMA is highly versatile and was adapted by a diverse range of organizations. Challenges in applying P-IMA need to be addressed if its effectiveness is to be sustained.

Conclusion 2: P-IMA work has contributed significantly to processes for improving SPS capacity and highlighted the high potential value for money from addressing SPS capacity issues.

Conclusion 3: The sustainability of P-IMA has not been achieved. This was linked to challenges with the mainstreaming of P-IMA and the training strategy used. A heavy reliance on a few global P-IMA Experts remains. This presents a serious constraint for the P-IMA work in the long term.

Conclusion 4: Although sector-specific capacity evaluation tools were reflected in the design of the P-IMA framework (and P-IMA users are encouraged to use the findings of these evaluations, where available), in practice the synergies with the capacity evaluation tools were limited. There is buy-in amongst stakeholders for strengthening these synergies.

Conclusion 5: Donors have played an important role in the P-IMA work to date. Although the level of engagement with donors has been moderate, there is scope to expand this engagement with a view to financing the implementation of P-IMA, the SPS capacity building options generated through P-IMA, and to support the mainstreaming and sustainability of P-IMA.

Conclusion 6: STDF outreach work on P-IMA has contributed to increased awareness of P-MA and the value of investing in SPS capacity building. The STDF MEL process has provided a good overview of the P-IMA work. However, insufficient data is being collected to provide more comprehensive evidence to demonstrate the contribution of P-IMA to improved decision-making and SPS capacity.

RECOMMENDATIONS

Recommendation 1. STDF create an integrated strategic plan for the P-IMA work that focusses on improving the sustainability of P-IMA, in collaboration with partners and stakeholders.

Recommendation 2. Pilot ways to improve the mainstreaming of P-IMA into SPS related decision-making at a national level. Consider doing this as part of potential STDF PGs in different regions.

Recommendation 3. Develop and implement a training programme to improve the sustainability of P-IMA and eliminate reliance on the global P-IMA Experts. Consider doing this as part of a PG.

Recommendation 4. Pilot a "P-IMA Service Providers" approach with a not-for-profit organization who has expressed an interest. Consider this as part of a potential PG.

Recommendation 5: STDF to expand their outreach activities and engagement with donors and financial institutions who may support the implementation of P-IMA, financing priority SPS capacity building options, and the mainstreaming of P-IMA.

Recommendation 6. Strengthen the practical synergies between P-IMA and the sector-specific capacity evaluation tools including how these tools can use P-IMA as part of their processes, and how P-IMA users can better access and easily interpret the capacity evaluation reports.

Recommendation 7. Strengthen the STDF MEL processes, in collaboration with stakeholders, to gather more comprehensive data on how priority SPS Investment options are taken forward, value of funds leveraged, and contributions to SPS capacity and market access. Increase resources for the Secretariat's MEL activities in the knowledge workstream.

1. Introduction

1.1 Background

The document presents the findings of the External Evaluation (hereafter referred to as the Evaluation) for STDF's Prioritizing SPS Investments for Market Access (P-IMA). P-IMA is part of two STDF workstreams, (1) knowledge work and (2) projects and project preparation grants.

The Evaluation took place between March and September 2023. The Evaluation covered STDF's P-IMA work from 2015 to 2023. This Evaluation was aligned to the objectives of the STDF Monitoring, Evaluation and Learning (MEL) Framework. It was also designed with reference to STDF "Guidelines for the evaluation of project funded by the Standards and Trade Development Facility (2021)". The Evaluation process was created and facilitated in collaboration with the STDF Secretariat.

Since 2015 STDF has supported the application of P-IMA through one regional STDF project grant (PG) and eight project preparation grants (PPGs)[4] for a total STDF financial contribution of US$582,000. P-IMA has also been applied by at least five organizations on their own initiative[5] and without STDF financing or direct support.

1.2 The Evaluation

Purpose. The purpose of the evaluation was to assess how and to what extent STDF's work on P-IMA has delivered results and impacts linked to the STDF's theory of change, to identify key findings, conclusions, and recommendations to inform and improve any ongoing/future work on P-IMA, and to draw additional lessons to strengthen future STDF knowledge work on other topics.

The Evaluation findings will be used to support accountability, contribute to the programme evaluation of the STDF (from 2023 to 2024), promote learning about how to strengthen STDF's knowledge work, enhance synergies and learning across knowledge work and projects. While it will focus on P-IMA work led by the STDF, the Evaluation will also seek to learn from other uses of P-IMA by STDF Working Group members and other organizations. The primary audience of the Evaluation is the STDF Working Group and STDF Secretariat. In addition, other organizations using P-IMA, or interested in evidence-based, decision-support tools, may also find the Evaluation of interest.

Evaluation questions. The Evaluation questions (Table 1) were designed in accordance with the OECD DAC criteria.[6] The questions were based on the Terms of Reference and finalised in discussion with the STDF Secretariat.

Table 1: Evaluation questions

Evaluation questions
Relevance. To what extent did the objectives and design of P-IMA respond to the needs of stakeholders for an effective and efficient decision-making process for prioritizing SPS capacity building options?
Coherence. To what extent was STDF's P-IMA work aligned with capacity evaluation tools, national programming of government and donors, cross-cutting issues, and STDF's theory of change and results framework?
Effectiveness. To what extent were the STDF's and stakeholders' objectives of the P-IMA work achieved and the P-IMA framework adapted?
Efficiency. How well were STDF's resources invested in the application and coordination of the work on P-IMA used?
Impact. To what extent has the P-IMA framework contributed to SPS capacity building, improved SPS related decision-making processes, and has been scaled up?
Sustainability. To what extent did STDF's and stakeholders' P-IMA work contribute to long-term sustained change in SPS related decision-making and the capacity to continue using the P-IMA framework?

[4] STDF/PG/606 COMESA; STDF/PPG/561 Tajikistan; STDF/PPG/761 Armenia; STDF/PPG/575 Madagascar; STDF/PPG/709 Ecuador; STDF/PPG/733 CARICOM; STDF/PPG/786 Ghana; STDF/PPG/831 Bangladesh; STDF/PPG/921 Gambia.
[5] CABI; TradeMark Africa; Winrock International, Philippines; ILRI in collaboration with WOAH (OIE); and the Bahamas Agricultural Health and Food Safety Authority. (Details are presented in Part 3 of this report).
[6] https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm

P-IMA results chain. The Evaluation was aligned with the STDF programme-level logical framework. However, since the STDF does not have a specific results chain and theory of change for its P-IMA work, a more detailed results chain was needed to address the Evaluation questions. This is presented in Annex 4.3 alongside the STDF theory of change. The results chain encompasses both STDF's knowledge work on P-IMA at a global level, AND the application of the P-IMA Framework itself by stakeholders through STDF project grants and PPGs, as well as by organizations applying P-IMA through their own initiative.

The results chain was developed in discussion with the STDF Secretariat and is aligned with the STDF Theory of Change, Logical Framework, STDF Strategy 2020-2024, and the P-IMA Guidelines (2023).

1.3 The P-IMA Framework

The P-IMA framework[7] is an evidence-based approach to inform and improve SPS planning and decision-making processes where the resources available from government budgets and donors are insufficient to meet all SPS capacity-building needs. P-IMA was developed to prioritize food safety, plant, and animal health SPS investments related to trade.

The P-IMA framework is applied through a seven-step process (Figure 1). This process entails identifying and using decision criteria and weights to prioritize SPS investment options and making transparent all the data and information utilized. P-IMA uses multi criteria decision analysis (MCDA) to prioritize a range of potential SPS investments based on assigned decision criteria and weights. SPS investments are considered in relation to the expected impacts on policy goals from agricultural productivity to export growth, socio-economic and other cross-cutting impacts such as gender equality and the environment. The process also involves the use of D-Sight software to facilitate the data analysis. This software provides a user-friendly interface to run multi-criteria decision analysis across the various investment options. The final step is the production of the P-IMA Report which lists the priority SPS investment or capacity building options.

Applying P-IMA engages all relevant stakeholders in an open discussion on the investments needed to address specific SPS challenges facing trade. The range of stakeholders involved typically include government ministries, competent authorities, the private sector, civil society, not-for-profit organizations, academia, donors, research institutes, intergovernmental organizations, and others. This is usually done through two workshops. Stakeholders agree on what decision criteria should be used to set investment priorities. The findings are documented at each step of the process. This helps to facilitate a transparent exchange on SPS priorities, deliver impartial information to inform priority policy decisions, and increase clarity on why SPS investments matter for policy goals.

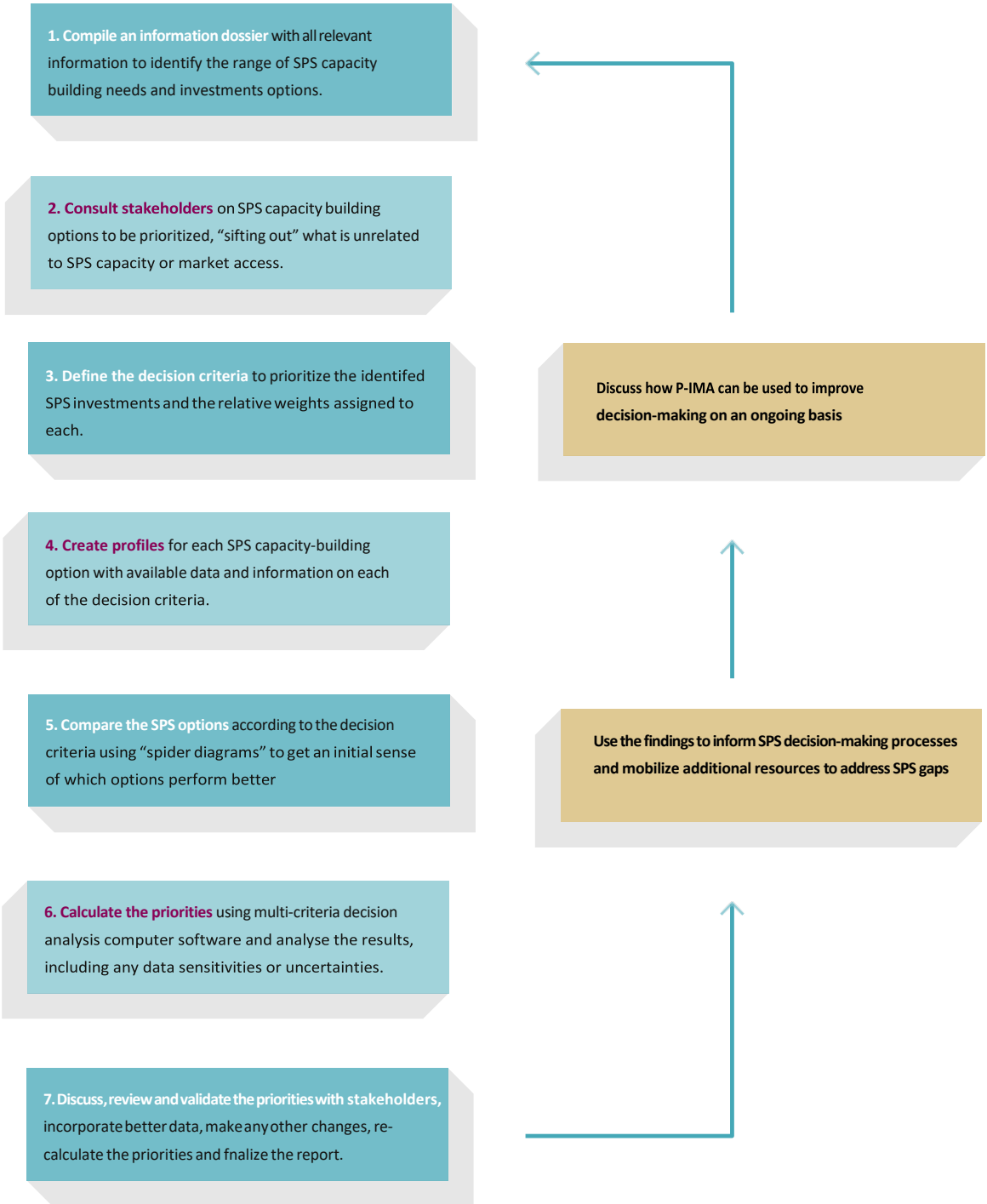
The expected results of P-IMA include: (1) more efficient SPS investment decisions on how to allocate scarce resources to support policy objectives on trade, poverty reduction, public health, and agricultural development; (2) more transparent and accountable choices between multiple investment options; (3) evidence on the likely impacts of investing in SPS capacity can mobilize additional resources from governments or donors; and (4) improved dialogue between public, private and other SPS stakeholders and a more inclusive decision-making processes.

The initial demand for P-IMA came from some developing country delegates to the WTO SPS Committee. The P-IMA framework was developed and piloted by STDF in cooperation with USAID, USDA, COMESA, members of STDF's global partnership (with the support of an international consultant, Spencer Henson of the University of Guelph). The piloting phase took place between 2011 and 2013. Since then, demand-driven projects, supported by the STDF in partnership with other national, regional, and international partners, have helped to test and refine the methodology. P-IMA has also been used by organizations on their own initiative to inform their SPS planning and decision-making processes.

It is important to note that P-IMA is not a capacity evaluation tool. Rather, P-IMA compliments and draws on the findings from SPS capacity evaluation tools such as the WOAH PVS Pathway, the IPPC PCE Tool, and the FAO/WHO Food Control System Assessment Tool.

[7] P-IMA Guide (2023) https://standardsfacility.org/prioritizing-sps-investments-market-access-p-ima

Figure 1. Seven steps of the P-IMA Framework



2. Methodology

Part two of this report presents the methodology used to facilitate the Evaluation. This includes the approach, scope, methods, and limitations of the Evaluation.

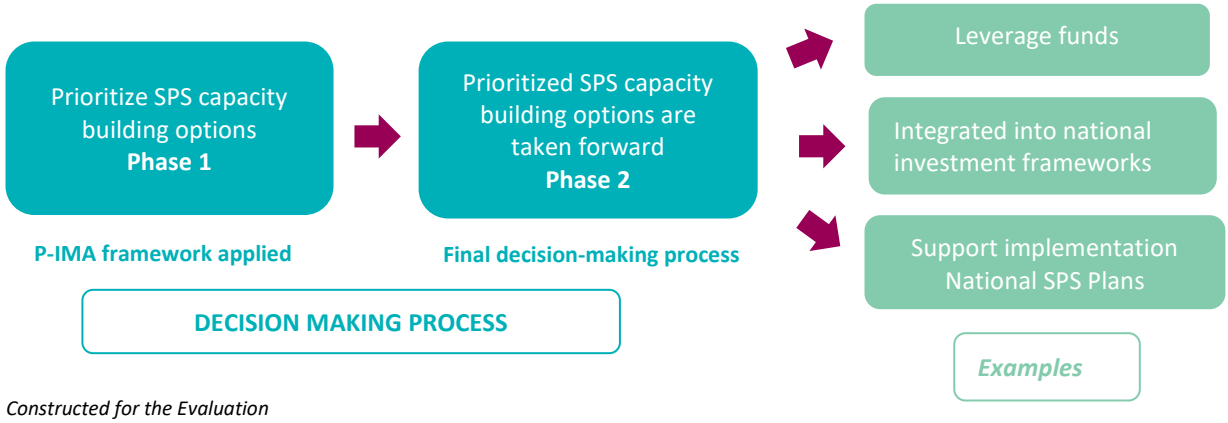
2.1 Approach

A participatory and inclusive approach was used for the Evaluation. A cross-section of stakeholders from all dimensions of the P-IMA work were invited to take part in the primary data collection and contribute their diverse views, experiences, ideas, and recommendations. This included stakeholders from the public and private sector, donors, development partners, intergovernmental organizations, academia, research institutes, not-for-profit organizations, STDF, and other relevant stakeholders. This approach sought to build ownership of the Evaluation findings by the stakeholders themselves.

2.2 Scope

Phases 1 and 2 of decision-making. The primary focus of this Evaluation was to assess the contributions of the P-IMA framework to SPS related decision-making and the outcomes that have emerged from this. The solution to the decision-making challenges faced by stakeholders was to view the decision-making process as two distinct phases (Figure 2). Phase 1 entails prioritizing SPS capacity building options using the P-IMA framework. Phase 2 entails taking the prioritized SPS capacity building options forward into a final selection process, for example, selecting which priority SPS options will be funded or integrated into national policy and investment frameworks.

Figure 2. Two Phases of decision-making related to SPS capacity building needs



Constructed for the Evaluation

Organizations involved in the Evaluation. Eleven organizations who have applied the P-IMA framework took part in the Evaluation (Annex 1). The P-IMA framework applied in Belize in 2012 was included in the sample because this work continues to yield outcomes and provide useful insights. Note that under the COMESA project (STDF/PG/606) five P-IMA frameworks were applied, one each in Ethiopia, Kenya, Malawi, Rwanda, and Uganda. Also, TradeMark Africa applied six P-IMAs for six countries (although this was done through a single regional workshop). A total of seventeen P-IMA frameworks were applied and three were still in the process of being applied.

Beyond the scope of the Evaluation. The following dimensions of the P-IMA work were outside the scope of the Evaluation: (1) measuring higher level impact such as P-IMA's contributions to improved market access, poverty reduction, and contributions to the Sustainable Development Goals (SDGs); (2) measuring changes in SPS capacity resulting from contributions of the P-IMA work (however, there was some secondary data available on the latter and this was used to illustrate the contributions of P-IMA at impact level); and (3) validating the accuracy of the data used in the P-IMA analyses or the accuracy of the estimated costs of SPS capacity building options compared to the funds leveraged to implement these options.

2.3 Methods

Evaluation Matrix. The Evaluation questions, 22 sub-questions, indicators, and methods of data collection are summarised in the Evaluation Matrix in Annex 2.1. The data collected included the factors that enabled and hindered progress, underlying causes and implications, lost opportunities, and stakeholders' recommendations for addressing challenges and strengthening processes. The Evaluation findings were triangulated by gathering data from primary and secondary sources and obtaining the perspectives from a diverse range of stakeholders.

Primary data collection and analysis. Primary data was collected through semi-structured interviews with stakeholders using a check list of questions to guide the discussions. Interviews were carried out on a one-to-one basis and via focus group discussions. Interviews were conducted virtually and in-person. The in-person interviews were carried out during two country visits (see below). All interviews were conducted in confidence. The interview data was analysed using narrative analysis. A total of 63 stakeholders participated in interviews of which 52% were women (Annex 2.2).

Case studies. Two in-depth case studies involved country visits to Kenya and Uganda where all dimensions of P-IMA were explored (as far as was possible). Lighter case studies were used to explore certain dimensions of the P-IMA work where there were particular experiences and lessons valuable for understanding how P-IMA has been used. The case studies were selected using a purposeful sampling method (Annex 2.3).

Secondary data collection and analysis. Secondary data was collected through the critique of documents provided by STDF and other participants during the Evaluation (Annex 2.4). The document review also included a critique of the P-IMA reports. This analysis provided data on the level of investment required to address prioritized SPS capacity building options compared to the potential revenue from increased exports. The analysis also included the projected gains or losses in other factors such as access to export markets, poverty, public health, domestic agricultural productivity, and impact on gender and the environment, if the prioritized SPS capacity building options were implemented.

Ratings for findings of Evaluation sub-questions. The answers to each of the sub-questions explored in the Evaluation (listed in Annex 2.1) were assigned a rating using a four-level system. The purpose of these ratings was to provide a snapshot of the findings of each sub-question.

Rating		**Definition. Extent to which each dimension of the P-IMA work was fulfilled, according to the sub-question asked and indicator [8] used to answer the sub-question.**
Significant		This dimension was fulfilled. No additional actions are required.
Moderate		This dimension was fulfilled to a satisfactory extent but would benefit from additional actions.
Limited		This dimension was fulfilled to a partial extent and requires considerable remedial actions.
Not at all		This dimension was not fulfilled and requires urgent attention.

2.4 Limitations of the Evaluation

The following limitations affected the data collection and findings. First, there was limited data on if and how each of the prioritized SPS capacity building options as listed in the P-IMA reports were taken forward (to leverage funds, for example). Although there were examples in the STDF literature, there was no systematic data showing what proportion of *all* prioritised SPS capacity building options per P-IMA report were taken forward. This was due to the limited time available to the STDF Secretariat for collecting data, and difficulties to obtain this data. Organizations did not always provide data to STDF on the results of their P-IMA work, either proactively or in response to requests. Attempts were made during the Evaluation to address these data gaps by requesting stakeholders to provide information. While some information was provided this was insufficient to create a complete data set. This presented challenges for assessing the relative contribution of the P-IMA framework to more efficient decision-making.

Second, few participants interviewed from donor agencies had in-depth knowledge on the P-IMA work. Staff turnover was a contributing cause. This led to data gaps in donors' perspectives on the P-IMA work, including

[8] The indicators used to answer each sub-question are presented in the Evaluation Matrix in Annex 2.1

the qualities of the P-IMA framework that make it a feasible and attractive approach to inform funding decisions, and their interest in supporting the P-IMA work in future.

Third, the STDF Secretariat shared a list of diverse stakeholders at the outset of the Evaluation and introduced the Evaluator to stakeholders. Unfortunately, not all the stakeholders approached for an interview were available. This led to important data gaps and may have led to under reporting of the results of impact of the P-IMA work, for instance for the COMESA project in Malawi, Ethiopia, and Rwanda (STDF/PG/606).

3. Findings

Part 3 presents the findings of the External Evaluation that address the Relevance, Coherence, Effectiveness, Efficiency, Impact, and Sustainability of the STDF P-IMA framework.

3.1 Relevance

Section 3.1 focuses on the relevance of the P-IMA framework to decision-making processes related to SPS capacity building. The overarching question for Section 3.1 was: ***To what extent did the objectives and design of P-IMA respond to the needs of stakeholders for an effective and efficient decision-making process for prioritizing SPS capacity building options?***

Summary of findings

Sub-questions		Rating
1. To what extent were the decision-making challenges and needs of stakeholders for prioritizing SPS capacity building options identified?		Significant
2. To what extent did the *design* of the P-IMA framework address stakeholders need for prioritizing SPS capacity building options in transparent, accountable, and inclusive ways?		Significant

To what extent were the decision-making challenges and needs for stakeholders for prioritizing SPS capacity building options identified?

Finding 1. The decision-making challenges and needs for prioritizing SPS capacity building options were identified to a significant extent.

The SPS related decision-making challenges and needs were well documented and evidenced by STDF[9] and confirmed by key informants. Several types of interrelated challenges – to which P-IMA was expected to respond – were identified in the contexts studied as part of this Evaluation.

First, limited resources are a clear constraint in developing countries. SPS investment needs far exceed the funds available in national budgets (and donor support). For instance, "In Madagascar the budget allocated to sanitary and phytosanitary activities … remains insufficient … [and] national priorities for improving the sanitary/phytosanitary quality of food produced at the national level have not been clearly defined."[10] And "The Philippines is one among many developing countries that experience a number of challenges of resource allocation. Most of these countries are confronted by the reality that governmental resources and funding from the private sector and non-governmental organizations are often limited, thereby allowing only select investments to be pursued among a long list of competing options."[11]

Second, deciding where to invest resources was sometimes based on the strength of the argument presented by stakeholders, rather than evidence of the issues and potential benefits from addressing a given SPS capacity gap. Key informants argued that decision-making that is not based on evidence contributed to the inefficient use of scarce resources. This was because resources may be invested in addressing a certain SPS capacity gap which may generate less potential benefit, such as in export earnings, compared to addressing another SPS capacity gap. "Without an idea of the potential benefits how can we know which SPS capacity building options are the best to invest our scarce resources in?" (key informant). Insufficient evidence also contributed to a lack of *consensus* amongst stakeholders. For instance, for the P-IMA work in Bangladesh "Our preparatory KIIs and secondary literature review also suggested a lack of consensus among the key stakeholders on major SPS issues affecting Bangladesh's export performance and potential".[12]

Third, key informants reported that sometimes there was little opportunity to review the basis of the decisions made or to provide alternative options for investment that might yield greater value for money or impact, such

[9] The STDF P-IMA Guides 2016 and 2023, for example.
[10] P-IMA work in Madagascar (STDF/PPG/575 application form, p2).
[11] Prioritizing Sanitary and Phytosanitary Standards Investments for Market Access in the Philippines, P-IMA report, 2021, p6
[12] P-IMA work in Bangladesh (SDTF/PPG/831 application form, p5).

as improved access to export markets. For example, "It's sometimes not clear how certain SPS capacity needs get funded and others not. The process isn't open" (key informant).

Fourth, key informants confirmed that decision-making did not always include wider national policy objectives. For example, "Decisions on where to allocate funds are sometimes based on just a few criteria like export revenue, without taking into account the costs to human health, such as aflatoxins in maize in cross-border trade" and "Decision-making doesn't always take into account the pros and cons of funding one SPS option rather than another. This can lead to investing resources in areas that fail to yield the greatest benefits, and so wastes what scarce resources there are" (key informants).

The fifth challenge that P-IMA sought to address was *how to* prioritize SPS capacity building options, as illustrated by the following examples:

> "We had so many SPS options in the action plan and needed to select which options we should focus on first. How could we do this?" (key informant)
>
> "… some proposals have been prepared and submitted but none has been accepted for funding. This could be due to … poor prioritisation of issues, among others. Thus, this PPG will help us bring together interested and relevant stakeholders and experts to prioritize the actions in the aflatoxin policy and develop a project proposal."[13]
>
> "Many CARICOM countries have had studies conducted by various development organizations (IICA, CARDI, CABI, etc.) and all have concluded that more investments are needed in SPS management. CAHFSA being a regional SPS Authority recognized this issue and sought to develop a framework that systematically addresses the *most pressing* issues faced by the region."[14]
>
> "SPS capacity varies across the tripartite … with a diversity of strengths and weaknesses. Faced with this reality, the targeted Tripartite Member States are keen to find a way to unmask the region's potential through leveraging individual countries' strengths, improving SPS decision-making processes, and setting priorities for SPS capacity building and investment … to enhance the efficiency of resource allocation at national and regional levels".[15]

To what extent did the design of the P-IMA framework address stakeholders need for prioritizing SPS capacity building options in transparent, accountable, and inclusive ways?

Finding 2. The design of the P-IMA framework was significantly aligned with stakeholders' needs for prioritising SPS capacity building options to support effective and efficient decision-making.

The evidence for this finding is summarized in Box 2 below. An in-depth analysis is presented in Annex 3. The results for Finding 2 stemmed from the rigor with which the P-IMA framework was developed. There were several contributing factors. The P-IMA framework was created in direct response to the needs of stakeholders for evidence-based approaches to inform decisions on where to invest in SPS capacity-building, expressed in a workshop in 2009.[16] P-IMA was piloted in Mozambique, Zambia, and Viet Nam from 2011 to 2012 in collaboration with USDA and COMESA. The pilots demonstrated that P-IMA enabled stakeholders to address key decision-making challenges (key informants). P-IMA was adapted and improved based on the inputs and direct experiences of a wide range of stakeholders. For example, the lessons and experiences from the pilot phase were refined at an STDF workshop in 2013 (attended by 44 participants from developing country governments involved in the pilots, as well as STDF partners, donors, and others).[17]

Key informants reported that using the P-IMA framework was a very different way of thinking, such as considering capacity options *across* sectors or along a whole value chain. This challenges the common approach to decision-making which tends to be on a sector-by-sector basis. The advantage of P-IMA is that stakeholders can gain an overview of which SPS capacity building options might have greater impact at national or regional levels.

[13] P-IMA work in Ghana (STDF/PPG/786 application form, p8).
[14] P-IMA work in the CARICOM region (STDF/PPG/733 application form).
[15] P-IMA work in COMESA (STDF/PG/606 application form).
[16] Summary of the STDF workshop to review work on the use of the multi-criteria decision analysis (MCDA) tool to prioritize SPS capacity building options, WTO, Geneva, 24-25 June 2013.
[17] Summary of the STDF workshop to review work on the use of the multi-criteria decision analysis (MCDA) tool to prioritize SPS capacity building options, WTO, Geneva, 24-25 June 2013.

Box 2. How the design of the P-IMA framework aligns with stakeholders' needs to prioritize SPS capacity building options to support effective and efficient decision-making.

- ***Participation and ownership***. Stakeholders collectively make key decisions in each step of the P-IMA process, including identifying the SPS capacity building options, feed into the information cards, select the decision criteria and set the weights, review the initial results that show the relative performance of different SPS capacity options and review, comment on, and validate the SPS investment options that have been prioritized.
- ***Inclusiveness***. A wide range of stakeholders take part in the process including those from the public and private sectors, as well as civil society, NGOs, intergovernmental agencies, donors, academia, and research institutes.
- ***Transparency***. Each step of the P-IMA process is open to scrutiny by all stakeholders including how the prioritized SPS capacity building options are derived. The decision-making process and prioritized SPS capacity building options are compiled in a draft report which is circulated to all stakeholders for review, and normally made publicly available (including on the STDF website).
- ***Accountability***. Stakeholders are invited to justify their decisions and provide evidence for their propositions.
- ***Evidence-based***. The creation of the dossiers is based on facts drawn from available documentation and supplemented by experts in their fields. The use of information from SPS capacity evaluation tools is recommended where the reports are available. These include the FAO/WHO Food Control System Assessment Tool; IPPC's Phytosanitary Capacity Evaluation (PCE) Tool; WOAH's Tool for the Evaluation of Performance of Veterinary Services (PVS Pathway); and IICA's SPS-related capacity evaluation tools.
- ***Aligned with reality***. Data from SPS related border rejections, alerts and notifications form one essential starting point in the process.
- ***Robust process to identify SPS priority investments most likely to have the highest impact (according to the decision criteria)***. Use of D-Sight software to compare SPS investment options using three different rankings: baseline prioritization, equal weights prioritization, and cost and trade impacts. The contribution analysis shows why certain SPS options are ranked higher than others.

3.2 Coherence

This section presents the findings on the coherence of the P-IMA framework. The overarching question was: ***To what extent was STDF's P-IMA work aligned with SPS capacity evaluation tools, national programming of government and donors, cross-cutting issues and STDF's theory of change and results framework?***

Summary of findings

Sub-questions	Rating
3. To what extent was the design of the P-IMA aligned with capacity evaluation tools developed by STDF partners and other organizations?	Significant
4. To what extent were the findings from capacity evaluation tools *used* when P-IMA frameworks were applied in practice?	Limited
5. To what extent were cross-cutting issues of gender and the environment integrated into the P-IMA framework?	Significant
6. To what extent was the P-IMA framework aligned with STDF's theory of change and results framework (2020-2024)?	Significant
7. To what extent was the P-IMA framework aligned with the national programming of governments and donors?	Moderate

To what extent was the design of the P-IMA aligned with SPS capacity evaluation tools developed by STDF's partners and other organizations?

Finding 3. In terms of how the P-IMA framework was *designed*, the alignment with partners' SPS capacity evaluation tools were significant.

The P-IMA Guide (2023, p16-17) recommends that when stakeholders apply the P-IMA framework they draw on the findings from the capacity evaluation tools developed by STDF partners (for example the WOAH PVS Pathway, IPPC PCE Tool, FAO/WHO Food Control System Assessment Tool), where those tools have been applied and their findings are available. Further information on these tools is presented in Annex 4.1.

The rationale for using the findings from the capacity evaluation tools is "to enable countries to properly identify and fully understand the full range of weaknesses that exist in the area of food safety, animal and plant health capacity, whether related to domestic health or trade".[18] In addition, the P-IMA Guide 2023 highlights that "Ideally, countries should first have applied SPS-related capacity evaluation tools to properly understand the specific weaknesses in SPS capacity that exist in the context of efforts to promote agri-food exports."[19]

The External Evaluation of STDF (2019) reported that for one key informant the P-IMA framework was preferable to a single SPS capacity assessment tool because the framework "seeks to examine the issues and prioritise them across the disciplines, not just list the deficiencies in specific areas, and it is considered to work well".[20] Annex 4.2 presents experiences of the Belize Agricultural Health Authority (STDF/PG/365) and their rationale for using the capacity evaluation tools *with* P-IMA so as to better meet their decision-making needs.

Synergies with the P-IMA framework was also recognised by various guides created by STDF partners and collaborating organizations. For example, the IFC Scan Guide stated that "If the country has applied the prioritizing SPS investments for market access (P-IMA) framework, SPS documents should have already been collected".[21] A review of the Diagnostic Trade Integration Study (DTIS) in 2016 make reference to the P-IMA framework: "Recent STDF work on the use of economic analysis methodologies to support SPS capacity building and prioritization of SPS investment needs provides useful guidance".[22]

To what extent were the findings from capacity evaluation tools used when P-IMA frameworks were applied in practice?

Finding 4. Limited reference was made to the findings from SPS capacity evaluation tools when P-IMA frameworks were applied by stakeholders. The synergies between P-IMA and the capacity evaluation tools were well recognised but realising this synergy *in practice* was challenging.

The intention of stakeholders to use data from capacity evaluation assessment tools was mentioned in some of the STDF PPG and PG application forms[23]. This was in recognition of the synergies between P-IMA and the SPS capacity evaluation tools (key informants). For instance, in the CARICOM region (STDF/PPG/733) "… the project will build on the official SPS capacity evaluation tools, i.e. the IPPC's PCE Tool, the OIE's tool for the evaluation of Performance of Veterinary Services (PVS) and the new FAO/WHO tool to evaluate national food control systems".[24] In Bangladesh "The proposed assessment will also build on the 'Diagnostic Trade Integration Study (DTIS): Towards New Sources of Competitiveness in Bangladesh' conducted by the World Bank in 2016, which suggests Bangladesh needs to improve its quality management practices harnessing global economic opportunities, forecasting that importing countries will continue setting more stringent standards and technical regulations in the future."[25]

In practice, out of the fifteen P-IMA frameworks applied where a P-IMA report was available[26], just five of these P-IMA reports made reference to capacity evaluation tools and/or a DTIS. These included P-IMA frameworks applied with the support of STDF and those applied by organizations on their own initiative. For instance, in Madagascar (STDF/PPG/575) the P-IMA framework "complemented and built on the findings and results of the

[18] P-IMA Guide 2016, p5. Prioritizing SPS Investments for Market Access (P-IMA). A Framework to Inform and Improve SPS Decision-Making Processes. STDF. Spencer Henson.
[19] P-IMA Guide 2023, p16. Prioritizing SPS Investments for Market Access (P-IMA). A Framework to Inform and Improve SPS Decision-Making Processes [P-IMA Guide]. STDF. Marlynne Hopper and Spencer Henson.
[20] External evaluation of the Standards and Trade Facility (STDF). Nathan Associates London, 2019, p22.
[21] IFC Scan Guide: Policy and Regulatory Dimension of Food Safety, Food Fortification, Food Loss and Waste, Livestock Production (Animal Welfare and Use of Antibiotics), International Finance Corporation, 2022, p11.
[22] Enhancing SPS Capacity to Promote Trade for Development in Least Developed Countries. A Review of Diagnostic Trade Integration Studies. EIF/STDF 2016, p81.
[23] COMESA STDF/PG/606 application form, p6, 8; Bangladesh, STDF/PPG/831 application form p8; Madagascar, STDF/PPG/575 application form, p6; Belize Agriculture Health Authority STDF/PG/365 application form.
[24] STDF/PPG/733 application form, p4.
[25] Bangladesh STDF/PPG/831 application form p8.
[26] COMESA STDF/PG/606 (5 P-IMAs conducted at national level); Madagascar, STDF/PPG/575 (1 P-IMA); Belize Agriculture Health Authority STDF/PG/365 (1 P-IMA); Ghana STDF/PPG/786 (1 P-IMA); TradeMark Africa (6 P-IMAs); Philippines Winrock International (1 P-IMA). There were no P-IMA reports for Bahamas Agricultural Health and Food Safety Authority (1 P-IMA), or the ILRI BESST project (1 P-IMA).

PCE Tool. Having access to the PCE findings gave stakeholders confidence that the phytosanitary investment options reflected real needs, linked to the National Phytosanitary Strategic Plan"[27].

All fifteen of the P-IMA frameworks applied drew on a wide range of information sources including the expertise of stakeholders involved in the P-IMA process[28]. Where the findings from capacity evaluation tools were not used, key informants said this was because either recent capacity evaluations had not been carried out[29] or the evaluation reports were not available in the public domain. However, other key informants argued that as there were government stakeholders involved in all of the P-IMA workshops, it should have been possible to obtain the reports. It is unclear precisely where the challenges lay. This needs further investigation.

Perspective of stakeholders who used P-IMA. These findings highlight the tension between the need to address SPS capacity issues effecting trade and market access, and the need for reliable information that provides stakeholders with the confidence to act on the P-IMA analyses. It can take years to complete all relevant capacity evaluations. There is an opportunity cost of not addressing urgent SPS capacity issues while waiting for a fully comprehensive set of information (key informants). However, a valuable feature of P-IMA is that it allows stakeholders to assess the completeness of the information being used and to sift out potential SPS investment options where there is insufficient data at the time. Key informants reported a high level of confidence in the priority capacity building options generated through applying P-IMA (see Finding 10 below).

STDF Partners' perspectives. Key informants from STDF's partners highlighted the potential for strengthening practical synergies between P-IMA and capacity evaluation tools. One example was the possibility of using P-IMA with the gap analysis phase of WOAH's PVS Pathway. The PVS Pathway is being digitized and in future this may make the PVS reports easier to access and to identify specific capacity building needs. The need to differentiate between the planning processes in the PVS tool and the prioritization process of P-IMA was mentioned. Key informants also reported that they need to know more about how the P-IMA framework was applied in practice. This last point was reflected three years ago in the External Evaluation of STDF[30]. Key informants welcomed opportunities to learn more about P-IMA. This is an opportunity not only for strengthening the P-IMA work per se, but also for generating *mutual benefits* from using partners' capacity evaluation tools and the P-IMA framework in complementary ways.

To what extent were cross-cutting issues of gender and the environment integrated into the P-IMA framework by design and in practice?

Finding 5. Gender and the environment were integrated into the *design* of the P-IMA framework to a significant extent, given the nature of the framework. In *practice* the integration of gender and the environment were moderate overall and varied between individual P-IMA frameworks implemented by stakeholders.

The integration of gender and the environment into the P-IMA work was enabled in three broad ways.

First, including gender and the environment as two distinct decision criteria enables the likely impact of each on the various SPS capacity building options to be highlighted and *explicitly* assessed as part of the P-IMA analysis. In practice, all of the P-IMA frameworks sampled did generate relevant data on gender and the environment. For instance, an analysis of 12 P-IMA reports showed that 57% of the 49 SPS investment options would have a positive impact on the environment, while 34% would have no impact, and 9% a negative impact. In terms of gender and vulnerable groups, 85% of the SPS capacity building options were predicted to have a positive impact while 15% would have no impact (Annex 5.1). The data was not disaggregated in terms of how women in particular would be impacted nor in relation to the roles of women in value chains. However, given the nature of P-IMA this degree of detail was satisfactory.

Second, the P-IMA Guide of 2023 (p18-19) provides useful questions to help stakeholders better understand the gender and environment dimensions of SPS investments and potential impacts on gender and the environment. The P-IMA training materials also include reference to the role of women in agricultural production and trade in the fictious Aflandia case study.

[27] Madagascar, STDF/PPG/575 P-IMA Report.
[28] Review of P-IMA reports.
[29] The three capacity evaluation tools have not each been applied in all the countries where P-IMA has been used, and so in some cases it was not possible to take them into account (key informants).
[30] External evaluation of the Standards and Trade Development Facility (STDF). Nathan Associates, London (2019), p22.

Third, the STDF PPG and PG application forms included a specific question on how gender and the environment were *relevant* to the proposed P-IMA work and how these dimensions would *be addressed*. However, in practice the depth of information provided in the PPGs and PG application forms submitted to STDF was moderate overall. This was because the information varied from brief statements such as 'the P-IMA work would identify value chains expected to benefit women and the environment' to more in-depth analysis. An example of a more in-depth analysis related to the environment is illustrated in the PPG application form for the P-IMA work in Bangladesh (STDF/PPG/831): "… it is also important to integrate environmentally sustainable ways of production and post-harvest management, where possible, to reduce the negative impact on environment. In addition to improving the safety and quality of the products, GAP and GAqP[31] also promote sustainable agriculture and contributes to meeting national and international environmental objectives. GAP encourages promotion of the optimum use of resources such as pesticides, fertilizers, and water, and eco-friendly agriculture."[32]

An example of a more in-depth analysis related to gender is shown in the PPG application form for the P-IMA work in Ghana (STDF/PPG/786): "In line with the guiding principles of the National Policy for Aflatoxin Control in Food and Feed, the project will be gender sensitive and will draw attention to the vulnerability and impact of aflatoxins on women and children especially and respond to the gender dimensions of food safety, health, and trade. The stakeholders and experts participating in this project will be selected such that there is fair representation of women, men, and youth as well as rural and urban value chain actors. The project proposal to be developed will also be guided by the principle of gender sensitivity and inclusivity."[33]

Key informants recognised that the gender-based data on the 'information cards' (Step 4 of the P-IMA framework) had their limitations. They anticipated that more in-depth data collection would be carried out when given SPS options were funded.

Although there is room for improvement, the gender and environment dimensions have been relatively well integrated into the design of the P-IMA framework compared to other aspects of STDF's knowledge work, such as Public-Private Partnerships and Electronic SPS Certification. This was highlighted in the 'External Assessment of Gender Mainstreaming in STDF's work' report (2022, p31).

To what extent was P-IMA aligned with STDF's theory of change and results framework (2020-2024)?

Finding 6. The alignment of P-IMA with STDF's theory of change and results framework was significant.

The alignment of the P-IMA framework with STDF's theory of change and results framework is illustrated in Annex 4.3. For example, the P-IMA outcome of "P-IMA reports updated, and new P-IMA frameworks applied as required" aligns with the STDF outcome 2 of "greater access to and use of good practices and knowledge products at global, regional, and national levels".

The monitoring and evaluation of the P-IMA work included the same indicators as those of the STDF results framework/logical framework, with slight modifications. An example is the indicator in the STDF Results Framework of "# of STDF PPG/PGs contributing to changes in … structures"[34]. Here the indicator refers to SPS related structures, whereas for the P-IMA work the indicator refers to *decision-making* structures.

To what extent was the P-IMA framework aligned with national programming of governments and donors?

Finding 7. The alignment of the P-IMA framework with national programming of governments and donors was moderate overall. Although there was the *intention* to align with government and donor programmes, the extent to which this happened in *practice* varied.

Alignment with government programming and continental frameworks. Overall, the P-IMA work in developing countries was aligned with government programming and policy objectives. For instance, CSIR-STEPRI[35] in Ghana reported that the P-IMA PPG "…..is also in line with Ghana's efforts towards achieving the Sustainable Development Goals; (SDG) one (no poverty), SDG two (zero hunger), SDG three (Good health), SDG eight (economic growth), SDG nine (industry and infrastructure), SDG ten (no inequality) and SDG seventeen

[31] GAqP = good aquaculture practices.
[32] STDF/PPG/831 application form, p11.
[33] STDF/PPG/786, p10.
[34] STDF Annual Report 2021 Annexes, STDF Logical Framework, p3.
[35] Science Technology and Policy Research Institute, Council for Scientific and Industrial Research

(partnerships) by 2030. The project will also be critical for the realisation of the African Continental Free Trade Area (AfCFTA) Agreement".[36]

In another example, COMESA's P-IMA work was reported to be "… particularly relevant for linking priorities and objectives stipulated in the various government policy frameworks and implementation strategies to ensure evidence-based planning, enhanced efficiency and resource mobilization across sectors as envisaged by the CAADP results framework"[37].

P-IMA was also aligned with continental level frameworks. For example, mention was made at an AU SPS Coordination Forum[38] in 2017 that "… applying the PIMA tool in selected African countries, with the aim of rolling out throughout the continent has a great potential to support AUC's SPS initiative. It can enhance the much-sought dialogue between the public and private sector in mobilizing the necessary resources and in developing sound and sustainable projects for African countries and also build on the discussions facilitates by the AUC between the two sectors. In this case, applying PIMA tool would fit well with output 1: Strategic Framework, Good Practices, Benchmarks and Tools for SPS; Food Safety and Compliance"[39]. In another example, in 2020 "the African Union Commission expressed interest to use the P-IMA framework at the continental level to support the implementation of the Malabo Business Plan based on the P-IMA outcomes"[40]. However, there has been little progress in converting this support into *practical* initiatives. For instance, "It remains unclear *how* the AUC would promote use of P-IMA … [and] … *who* should take the lead. No concrete plans for follow-up were provided" (key informant). This was a lost opportunity given COMESA's intention to mainstream P-IMA (STDF/PG/606).

Alignment with donor programming. The alignment of the P-IMA work with donor programmes varied. For instance, in Madagascar the P-IMA work led by the Ministry of Agriculture and Livestock (STDF/PPG/575) was well aligned with COLEAD's national programme, which led to the funding of priority capacity building options.

COMESA's P-IMA work (STDF/PG/606) was aligned with donor programmes to some extent. For instance, "The P-IMA analysis was used as far as possible within the project timeframe to inform programming and mobilize funds for SPS capacity building. This included informing development of the COMESA EDF 11[41], as well as interventions to improve food safety in key value chains under an EU-funded COMESA Trade Facilitation Programme. COMESA Agriculture Ministers have identified an opportunity to use the analysis to leverage more resources to address SPS challenges, including as part of agricultural, environment and trade investment plans at national and regional level."[42] However, it was unclear how the P-IMA analysis was used to inform these donor programmes and what interventions were funded and implemented. In *practice,* the alignment with the Trade Facilitation Programme may have been limited. The reason stemmed in part from insufficient planning in *how* to link COMESA's P-IMA work with donor programmes. This was a lost opportunity to leverage funds to implement the prioritized capacity building options. COMESA also plans to scale-up P-IMA in all COMESA countries[43]. As such, it would be important to address challenges related to alignment with donor programming.

In this regard, COMESA and other stakeholders continue their efforts to strengthen the alignment of the P-IMA work with donor programming. They made recommendations to further the process. For example, EIF[44] has been facilitating links with development partners, government authorities and donors in Malawi. Some have expressed interest in using the findings of the P-IMA analysis to inform allocations under the regional

[36] P-IMA work in Ghana (STDF/PPG/786 application form, p9).
[37] P-IMA work in COMESA (STDF/PG/606 application form).
[38] The AU SPS Coordination Forum objectives are promoting mainstreaming of SPS issues into CAADP implementation and other agriculture, trade-related, health, and environmental initiatives and frameworks; guiding the coordination and implementation of SPS matters at the continental level; providing policy guidance and advocacy on SPS matters; facilitating SPS capacity development; and promoting harmonization of SPS matters.
[39] African Union Commission. Brief for the STDF Working Group 20 – 22 March 2017, Geneva, Switzerland. Information from the African Union, p3.
[40] COMESA final report (STDF/PG/606), p14.
[41] 11th European Development Fund / Contonou Agreement. https://commission.europa.eu/publications/11th-european-development-fund-cotonou-agreement_en
[42] COMESA final STDF project report (STDF/PG/606), p6.
[43] Trade facilitation and food safety: best practices from COMESA. Dingiswayo Shawa. 10 June 2022, slide 5 (PowerPoint Presentation). United Nations Institute for Training and Research (UNITAR), and FAO. Also, in the COMESA final STDF project report (2022).
[44] Enhanced Integrated Framework (EIF) is an Aid for Trade programme dedicated to least developed countries (LDCs). Supported by a multi-donor trust fund with contributions from 24 country donors. EIF core partner agencies include the International Trade Centre, the International Monetary Fund, the United Nations Conference on Trade and Development (UNCTAD), the United Nations Development Programme, the United Nations Industrial Development Organization, the World Bank, the WTO, World Tourism Organization. https://www.wto.org/english/tratop_e/dtt_e/dtt-eif_e.htm

programme (US$200 million) 'Southern Africa Trade Connectivity Project' (key informants). Another recommendation was to "add P-IMA to the agenda of a future in-country donor trade (or agriculture) coordinating committee meeting so that donors' are aware of how P-IMA was used in the country. This could also be an opportunity to discuss options for donors to make use of the P-IMA analysis" (key informant).

The interest of development partners and donors in the P-IMA work was also highlighted by their involvement in P-IMA workshops. Examples included USDA, Embassy of Denmark, Embassy of Japan, World Bank Group, DFID, British High Commission, UN Women, VSF Germany, FAO, and the European Union.[45]

3.3 Effectiveness

Section 3.3 presents the findings on the effectiveness of the P-IMA framework. The overarching question was: ***To what extent were the STDF's and stakeholders' objectives achieved and the P-IMA framework adapted?***

Summary of findings

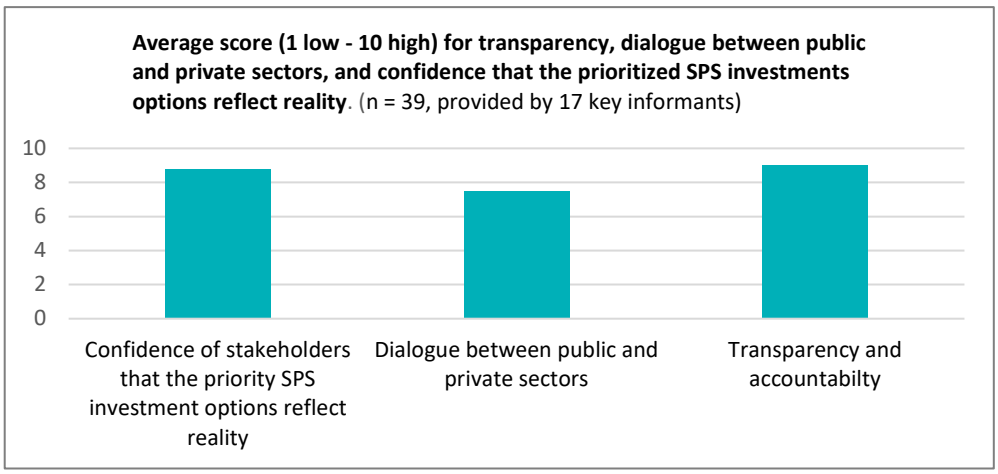
Sub-questions	Rating
8. To what extent did the application of the P-IMA framework meet stakeholder' needs for a transparent, accountable, and inclusive process of decision making?	Significant
9. To what extent did the practical application of the P-IMA framework generate evidence-based SPS capacity building options? (Phase 1 decision making)	Significant
10. To what extent were stakeholders confident in the SPS priorities generated?	Significant
11. To what extent were prioritized SPS capacity building options integrated into plans, strategies, investments frameworks, and funding proposals?	Significant
12. To what extent has the application of the P-IMA framework been adapted and how successful were these adaptations?	Moderate to significant

To what extent did the application of the P-IMA framework meet stakeholder' needs for a transparent, accountable, and inclusive process? (Phase 1 decision making).

Finding 8. The P-IMA framework addressed stakeholders' needs to prioritize SPS capacity building options and in a way that was transparent, accountable, and inclusive to a significant extent.

Seventeen key informants reported that the P-IMA process was highly transparent and accountable, and allocated an average score of 9 out of 10 (Figure 3).

Figure 3



[45] Analysis of P-IMA reports under the COMESA project (STDF/PG/606).

For example, key informants reported:

> "P-IMA was completely open because everyone saw what information was being used, people would question this information and ask for supporting evidence. Everything was documented which was useful to refer back to"
>
> "The P-IMA process is really transparent because participants have to justify why they want a particular SPS issue to be taken forward and not only that but to provide the evidence to back up their case",
>
> "How the decision criteria were derived is important. Everyone was involved, we could modify the original criteria and add others to match our context. I liked the scoring process because it took into account the ideas of everyone".

These findings aligned with the STDF literature, for example "By transparently documenting the findings, as well as all the data and information used, it ensures that the SPS priorities generated are open to scrutiny and delivers impartial information to inform priority policy decisions."[46]

Key informants provided an average score of 7.5 out of 10[47] for the level of dialogue between public and private sectors actors during the P-IMA workshops (Figure 3). For instance, "In the past there was limited collaboration between sectors of animal health, plant health, food safety and ministries dealing with these. P-IMA brings all sectors together including treasuries and ministries of finance and planning who often have little experiences of technical SPS issues". A key informant also reported that "for many stakeholders this was the first time they were brought together with different sectors". P-IMA challenges the conventional approach of allocating resources for SPS capacity building on a sector-by-sector basis. This presented a new way of thinking that some stakeholders found challenging (key informants).

An important enabling factor was that inclusiveness and diversity was designed into the some of the PPGs supported by STDF. For example, "This project will apply collaborative, multisectoral and interdisciplinary approaches and will focus on aflatoxin control in maize and groundnuts and their derived products. As a result, both public and private institutions in the agriculture, health and trade sectors will be engaged in this project."[48]

To what extent did the practical application of the P-IMA framework generate evidence-based SPS capacity building options? (Phase 1 decision making)

Finding 9. The P-IMA frameworks applied generated priority evidence-based SPS capacity building options to a significant extent across all the decision criteria. This included the degree to which SPS capacity building options would impact cross-cutting issues.

Annex 5.1 presents an analysis of twelve P-IMA reports where a total of 49 priority SPS capacity building options were generated. A key finding was the relatively low level of investment needed to address the 49 SPS capacity building options compared to the potential gains. The estimated costs to implement these 49 options were US$34.6 Million and would generate projected export revenues worth US$4.2 Billion. The estimated investment costs were 8% of the potential export revenues. The potential gains in revenue are extremely significant. Also, investing in the 49 priority SPS capacity building options would potentially yield significant gains in market access and product diversification; agricultural and/or fisheries productivity; domestic public health; reduction in poverty; employment and benefits for youth and gender, and benefits to the environment. These findings highlight the important contribution of the P-IMA framework in identifying *which* SPS capacity options, if implemented, might yield the highest gains including across a range of national policy areas.

Factors that enabled the application of the P-IMA framework

Improved dialogue between public and private stakeholders and other stakeholders, and the collaborations that later followed the P-IMA workshops, was one of the most significant factors supporting the effective application of P-IMA (key informants).

Key informants reported that inclusion of diverse stakeholders in the P-IMA workshops and technical P-IMA Working Groups[49] enabled them to draw on a wide a range of expertise. This helped ensure that the SPS issues matched reality and to obtain buy-in on the final set of prioritized SPS options. Overall the range of stakeholders in the P-IMA workshops was appropriate.[50] For instance, in Rwanda "186 representatives participated from different government agencies, private sector groups, international financial institutions, international

[46] Driving better decision-making: Prioritizing SPS investments for market access (P-IMA), STDF, 2018, p1.
[47] Where 10 is high, and 1 is low.
[48] P-IMA work in Ghana (STDF/PPG/786 application form).
[49] Key informants reported that members from a cross section of technical areas, from the public and private sectors, and the inclusion of an economist is what enabled the Working Groups to function most effectively.
[50] Review of six P-IMA reports (as part of this Evaluation).

organizations, academia, donors, and development partners. Almost 10 different government agencies (ministries of agriculture, trade and industry, competition and consumer protection authorities, standards authorities, etc.) were involved."[51]

A good understanding of the existing weaknesses in SPS capacity *before* the P-IMA framework was applied contributed to the effective implementation of the P-IMA framework. Collecting and synthesizing information as part of the application process for STDF support was a very useful exercise in this regard (key informants). This was also illustrated by a review of seven STDF PPGs and PG application forms.

Another factor that enabled the effective application of P-IMA was the quality of the in-person training for the technical Working Groups and other participants. The explanations were clear, engaging, participatory, and practical, with the opportunity to ask questions and seek support from the trainer (key informants).

Some key informants reported that they had learnt a whole new way of thinking, for example "I never really appreciated before how SPS issues like aflatoxin in maize is not just a technical issue but links to policy on health, food security, exports, poverty … ". They also reported that the P-IMA framework presented a radically different approach to prioritizing SPS capacity building options because it enables options to be compared *across* different sectors, rather than only within sectors.

Champions played a crucial role in initiating the P-IMA work, for instance in the COMESA project (STDF/PG/606). One key informant reported "you need a real passion for P-IMA and willingness to champion P-IMA and get the buy-in of leadership and both public and private sector actors". This was echoed in the STDF P-IMA Facilitators Handbook: "successful implementation of the P-IMA framework needs a champion. This is the person who drives the process, keeps it on track and follows-up with colleagues and/or stakeholders when necessary"[52]. However, a drawback was that if the P-IMA process was heavily reliant on a champion and this person left, then the P-IMA work was significantly hindered (key informants). For this reason key informants argued for P-IMA to be championed by a small group of influential people rather than be reliant on one person.

Factors that hindered the application of the P-IMA framework and key challenges

One of the most frequently mentioned challenges was the use of the D-Sight computer software. Several key informants reported that they found using D-Sight challenging in terms of entering data and interpreting the analysis. As such they needed much more practice and the continued support of the trainer. This was even more pronounced in the virtual training. Also, in their view one needed to be an economist to use D-Sight effectively and make sense of the analysis. Other key informants, who tended to have an economics background, found D-Sight software straight forward and easy to use. In these cases, the fact that some technical Working Group members were less confident in using D-Sight had no impact on the P-IMA process because there was always at least one person (one of the current P-IMA Experts) who could use the software. However, because D-Sight is important to the P-IMA process[53] key informants suggested increasing the training time to learn more thoroughly how to use D-Sight and/or to obtain more up to date user friendly software.

Second, there was a tension between the time needed to learn how to use P-IMA effectively and the time pressure to complete P-IMA tasks. The latter meant that, for instance, there was less time to learn how to make realistic estimations when there is no data. A consequence was that although they had learnt a great deal about P-IMA, key informants reported they did not feel competent enough to apply a P-IMA framework on their own and would still need the support of a P-IMA Expert (see Finding 21). This has implications for the sustainability of the P-IMA work (see Section 3.6-Sustainability, below).

A third challenge related to the composition of the P-IMA technical Working Groups. Sometimes there was insufficient expertise in gender, the environment, poverty, human health, and food security. This hindered the group in making estimations on the potential impact of SPS options in these areas. In such cases, the Working Groups relied heavily on the assistance of the P-IMA Expert, which also had implications for the sustainability of the P-IMA work. Some key informants recommended that a social scientist also be included in the Working Groups. An associated issue was that sometimes individuals selected for the technical Working Groups did not have enough time for key tasks such as a collecting information. This in turn led to information gaps which could have affected the analysis of SPS capacity building options had other Working Group members not spent additional time sourcing the necessary data. Training high-ranking officials and other stakeholders who may not

[51] Using Evidence to Prioritize SPS investments in Rwanda: Policy Brief, p2. (Under the COMESA project STDF/PG/606).
[52] STDF PRIORITIZING SPS INVESTMENTS FOR MARKET ACCESS (P-IMA) Facilitators Handbook (2023), p86.
[53] It is possible to carry out the calculations without software, but this is a cumbersome time-consuming process (key informants).

have the time to participate in the P-IMA process was not an efficient used of the resources invested in P-IMA (key informants).

To what extent were stakeholders confident in the SPS capacity building priorities generated?

Finding 10. Stakeholders have significant confidence in the priority SPS capacity building options generated through the P-IMA analysis.

Seventeen key informants assigned an average score of 8.8 out of 10[54] for their level of confidence in the SPS capacity priorities generated through the P-IMA process (Figure 3 above). This finding mirrors the findings in the P-IMA reports[55] where the level of confidence in the data used was between medium to high (with an average score of 2.5 out of 3[56]). Key informants reported that the priorities aligned well with their expectations and contextual reality. A reason for this was the emphasis on presenting *evidence* to substantiate the information used in creating the choice set and in assembling the information cards. However, a concern over the quality of data and/or missing data was the main reason that key informants did not assign a score 10. Addressing the data gaps may also be challenging because often the data gaps were not clearly documented. The task of matching up new information with information gaps would then be arduous (key informants) [57].

Other key reasons for the high confidence in the prioritized SPS options was the transparent and accountable process, the wide range of stakeholders engaged thus the range of expertise that could be drawn on, and the improved public-private sector dialogue which enabled these two sets of stakeholders to better appreciate and drawn on each other's perspectives on a given SPS issue (as mentioned above), (key informants).

To what extent were the prioritized SPS capacity building options taken forward and integrated into plans, strategies, and funding proposals? (Phase 2 decision making)

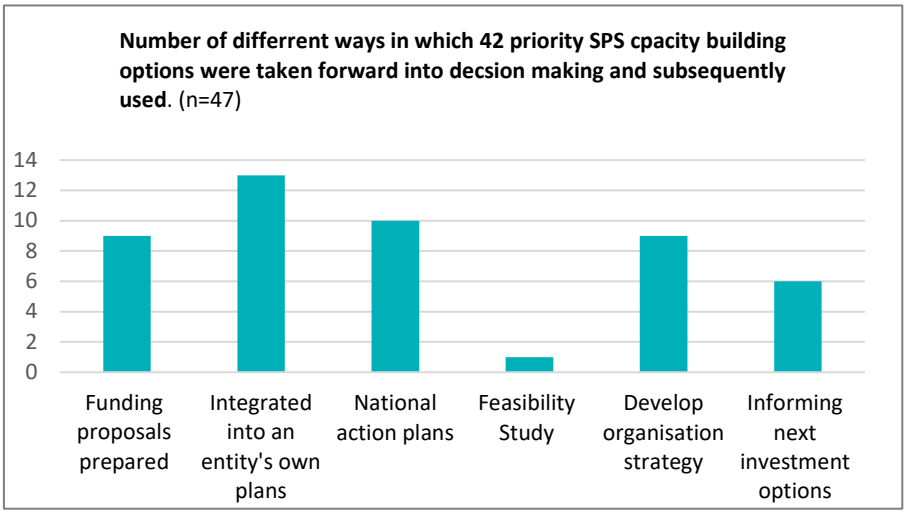
Finding 11. Over half of the prioritized SPS capacity building options were taken forward into Phase 2 of decision making. This was significant given that most of the P-IMA frameworks were applied in the last 2 to 3 years and some faced serious constraints due to the COVID-19 pandemic.

The objectives of individual entities and the extent to which their objectives were achieved are presented in Annex 5.2. These objectives were compared with the priority SPS capacity building options listed in P-IMA reports and other stakeholder documents. A sample of 15 P-IMA frameworks applied by seven entities/organizations were analysed for the extent to which prioritized SPS capacity building options were taken forward[58]. These included entities supported by STDF funding through PPGs and a PG, and organizations who applied the P-IMA framework on their own initiative. Collectively, the application of the 15 P-IMA frameworks generated 73 prioritized SPS options. Of the 73 prioritized SPS capacity building options, 42 (57%) were taken forward into Phase 2 decision-making (Figure 4). This is evidence of the contribution of the P-IMA work to STDF's outcome level objectives. The number of funding proposals cited in Figure 4 were estimated using the limited data that was available. In some cases, all of the SPS investment options from a single P-IMA analysis were taken forward to create an organization strategy, and to inform a national action plan or SPS investment plans.

The outcomes of the 42 prioritized SPS capacity building options taken forward showed that some of the P-IMA analyses had potentially significant benefits (Annex 5.2). For instance, "… within the COMESA Secretariat, the EU under the 11th EDF and through the Regional Enterprise Competitiveness and Access to Markets Programme (RECAMP) made use of the P-IMA outcomes to design a continental market access and competitive programme" (STDF/PG/606).

[54] 1 is low and 10 is high.
[55] Analysis of 12 P-IMA reports listed in Annex 5.1.
[56] 1 is low confidence, 2 is medium confidence, and 3 is high confidence.
[57] Confirmed by a review of the dossier and information cards of a sample of P-IMA reports where specific data gaps were not recorded.
[58] Completed application of P-IMA frameworks in COMESA (STDF/PG/606), Ghana (STDF/PPG/786), Madagascar (STDF/PPG/575), Belize (STDF/PG/365); TradeMark Africa; ILRI BESST study; and Bahamas Agricultural Health and Food Safety Authority (BAHFSA).
Note that COMESA (STDF/PG/606) applied 5 P-IMA frameworks in 5 countries, and TradeMark Africa applied 6 P-IMA frameworks for six countries at a regional workshop.

Figure 4.



Other examples included:

P-IMA analysis of prioritized actions fed into an implementation plan for the newly developed National Policy for Aflatoxin Control in Food and Feed in Ghana (STDF/PPG/786),

The P-IMA analysis carried out by Winrock International in the Philippines was used to support the development of a SPS Capacity Building Framework for B-SAFE (Building Safe Agricultural Food Enterprises) project under the USDA Food for Progress program (P-IMA framework applied on own initiative),

The P-IMA analysis was used to create of a five-year strategic plan for the Belize Agricultural Health Authority (BAHA). The strategy later contributed to the creation of the new draft of the BAHA Act (parent law) in 2020 that enables BAHA to fulfil its mandate (STDF/PPG/365).

To what extent has the P-IMA framework been adapted and how successful were these adaptations?

Finding 12. The success of the varied adaptations of the P-IMA framework was moderate to significant, depending on the nature of the adaptations. Overall, the adaptations by stakeholders were innovative and attested to the versatility of the P-IMA framework.

Method of training. Adopting a virtual training approach was in response to the global COVID-19 pandemic. STDF commissioned the creation of virtual training materials. These included thirteen video tutorials (approximately one hour each) and a Facilitators Handbook (2022).[59] The Facilitators Handbook provides a comprehensive set of instructions, PowerPoint presentations and handouts. The training is designed to be participatory using questions to prompt discussion. A case study is provided to ground the concepts in a practical (fictitious) scenario rather than being solely theoretical. A critique of the virtual training materials shows them to be of high quality and a valuable resource for stakeholders. There was no feedback from key informants on the Facilitators Handbook as no one had as yet used it.

Virtual training was carried out in Ecuador (STDF/PPG/709), the CARICOM region (STDF/PPG/733) with the Bahamas Agricultural Health and Food Safety Authority (BAHFSA), and in Bangladesh (STDF/PPG/831). Overall, key informants reported that the training was effective *to a certain degree* in helping them grasp the key elements of the P-IMA framework. They found the explanations clear and informative.

However, key informants also highlighted several challenges. Spreading the virtual training over several weeks was too long because some participants forgot key elements between one session to the next; for them there was not enough time to consolidate new learning in one hour. Although there was the opportunity to ask questions and have discussions, key informants noted that often participants did not ask questions or enter into discussion. Key informants reported that it was difficult to assess who was grasping the concepts and who was not and put this down to the inevitable nature of virtual training. In one case participants had not grasped enough of the elements of the P-IMA framework to apply the framework in practice, including the use of the D-

[59] https://standardsfacility.org/facilitators-handbook-prioritizing-sps-investments-market-access-p-ima

Sight software. This was addressed by repeating the training using an in-person format. In effect this was a hybrid approach. According to key informants a hybrid approach was more effective because the in-person training was consolidated into a few days. This gave participants time to focus on P-IMA, receive more intensive feedback and tailored tutoring, and so consolidate their knowledge. In other cases, the virtual training was sufficient and went ahead with applying the P-IMA framework with the support of the trainer/P-IMA Expert (key informants).

The adaptation of the in-person P-IMA training to a virtual modality was moderately effective. The findings suggest that virtual training alone may not be sufficient in all contexts.

Mode of applying the P-IMA framework. The mode of applying the P-IMA framework was also adapted in response to the global COVID-19 pandemic. This was initiated by Winrock International in the Philippines[60] and the Bahamas Agricultural Health and Food Safety Authority (BAHFSA), independently of each other.

The adaptation entailed using a hybrid approach for information gathering using questionnaire surveys, virtual interviews, and in-person interviews. In one case the P-IMA facilitator created the information cards through virtual discussion with stakeholders, compared options using the decision criteria, and calculated the SPS priorities using the D-Sight software. Another challenge was compiling sufficient information and obtaining perspectives from stakeholders with limited internet access such as farmers in remote areas (key informants).

Using a virtual or hybrid model for applying the P-IMA framework shows promise and based on available data was moderately effective. The hybrid model would need further testing and development to identify the conditions needed for this mode of application to be effective, and before it could be recommended by STDF.

Sequence of P-IMA steps and training. The Bahamas Agricultural Health and Food Safety Authority (BAHFSA) made further modifications to how they applied the whole P-IMA process. This was done without the support of STDF. Instead of first carrying out the training followed by the application of the P-IMA framework, BAHFSA carried out the training in sections *as the P-IMA framework was being applied* (key informants). The rationale was that "… due to Covid-19 the schedule had to be revised as the entire project had to be reformulated into a virtual and COVID resilient project. The project follows a schedule … [that] reflects a simultaneous training and application model. It was decided that the training and application of P-IMA would run concurrently in order to maximize time and even improve the impact of the training (learn by doing model)" (key informants).

The extent to which a 'simultaneous training and application' approach led to better learning compared to delivering the training first then applying the P-IMA framework is unknown because there was no data on change in knowledge and skills. Nevertheless, this was an innovative adaptation and merits further investigation.

Overall process of the P-IMA framework. TradeMark Africa adapted the way in which the P-IMA framework was applied. In this example, P-IMA frameworks were applied for six countries. Rather than apply the frameworks through engagement with a wide range of stakeholders at country level, the six P-IMA frameworks were applied in a single regional workshop. Country representatives worked in separate groups to apply the P-IMA framework. A set of prioritized SPS capacity building options were generated for each country and the findings collated into one report.[61] TradeMark Africa took this approach because they sought to identify capacity building options at a regional level in order to support regional trade (key informants). However, some key informants argued that this may not have been the most effective way to use P-IMA because it left out the national in-country stakeholder-workshops which are vitally important to the consultative processes.

The effectiveness of this particular adaptation of the P-IMA framework may have been moderate, but more information would be needed on the process in order to draw firmer conclusions.

Elements of the P-IMA framework. The P-IMA framework was used in a feasibility study for the Better Enforcement of Standards for the Safer Trade (BESST) initiative in 2020[62]. The study was commissioned by OIE and led by ILRI. The P-IMA framework was used to prioritize the potential interventions to address constraints to trade in the Horn of Africa and Arabian Peninsula. The P-IMA criteria were modified to include additional criteria such as urgency of the intervention and likelihood of success. Also, instead of using weights, the criteria were assessed in terms of high, medium, and low. The adaptions are presented below.

[60] B-SAFE project under the United States Department of Agriculture (USDA) Food for Progress (FFPr) program.
[61] Applying the prioritization of SPS investments for market access framework to east African regional trade (2022). And see Annex 5.2.
[62] World Organisation for Animal Health (OIE). Better Enforcement of Standards for Safer Trade in Livestock and Livestock Products Across the Red Sea: Feasibility study for a Joint Horn of Africa-Arabian Peninsula Initiative (2020). Barbara Wieland (2019). PowerPoint slides.

Criteria used in the P-IMA framework as outlined in the P-MA Guide (2016)	Criteria used with the P-IMA framework in the BESST study (2020)
Upfront investment On-going costs Absolute change in value of exports Ease of implementation Impact on agricultural/fisheries productivity Impact on domestic public health Impact on environment Impact on poverty Impact on vulnerable groups	Urgency of the gap being addressed by the intervention Costs over 10 years (investment and running costs) Likelihood of success Impact on trade in the short term Impact on trade in the long term Domestic spillover effects (livestock productivity, public health) and wider social impact (employment, poverty reduction, food security)

The advantages, challenges, and lessons of using the P-IMA framework in the BESST study are unknown as key informant interviews were not possible. However, this adaptation of the P-IMA framework might be significant because of the potential to inform similar studies in future.

Different purposes. CSRI-STEPRI[63] in Ghana (STDF/PPG/786) adapted P-IMA to prioritize activities in the newly developed National Policy for Aflatoxin Control in Food and Feed. A full P-IMA was not applied because the data was already contained in the national policy document. This data was compiled and entered on the information cards (Step 4 of P-IMA). The analysis was then run using the D-Sight software. No stakeholder workshops were held as part of the data collection and analysis process. However, there was an in-person validation stakeholder workshop after the analysis was completed. The prioritized actions enabled the implementation of the policy to begin, and three funding proposals to be developed (key informants).

This adaptation of the P-IMA framework was significant because it addressed a common issue faced with national action plans (the need to prioritize activities), made use of existing data, and has the potential to be scaled up to inform SPS related national action planning processes more widely (key informants).

3.4 Efficiency

The overarching question was: ***How well were STDF's resources invested in the application and coordination of work on P-IMA used?***

Summary of findings

Sub-questions	Rating
13. To what extent has STDF's work on P-IMA been cost-effective in contributing to more effective decision-making using the P-IMA framework?	Significant overall. Limited in one area.
14. To what extent has the STDF Secretariat promoted and raised awareness about the P-IMA work?	Significant
15. To what extent were relevant planning and MEL processes used in the coordination and management of STDF's P-IMA work?	Moderate to Significant

To what extent has STDF's work on P-IMA been cost-effective in contributing to more effective decision-making to address SPS capacity issues?

Finding 13. The cost-effectiveness of the STDF Secretariat's work on P-IMA was significant given the time available to staff, and the level of support provided through PPGs and a PG.

STDF allocated approximately US$453,061 in grants for the PG and PPGs in the Evaluation sample to support P-IMA work since 2015.[64] This investment was a fraction of the estimated export revenues from implementing SPS

[63] Science and Technology Policy Research Institute, Council for Scientific and Industrial Research.
[64] This was the value of funds provided by STDF for five PPGs and one PG considered as part of the Evaluation sample. These PPGs were in Ghana (STDF/PPG/786), Ecuador (STDF/PPG/709), CARICOM region (STDF/PPG/733), Madagascar (STDF/PPG/575) and Bangladesh

capacity building options estimated at US$4 billion[65]. This offers good value for money for the investments made to apply P-IMA frameworks both for STDF and organizations who applied P-IMA on their own initiative.

Evaluation participants reported that they used the P-IMA work to leverage funds to implement some of the SPS capacity building options. However, it was difficult to find evidence (in documents or reports) that attributed capacity building investments to the P-IMA analysis. The only data available on the value of funds leveraged by entities supported by STDF was US$110,000 leveraged in Madagascar (STDF/PPG/575) as a result of the P-IMA work. One organization who applied P-IMA on their own initiative reported that the P-IMA work supported the leveraging of US$2.7million for their SPS programmes (key informants).

STDF's support for the application of P-IMA through the PPGs has contributed to the uptake of P-IMA. However, key informants questioned whether it was appropriate for STDF to continue funding P-IMA in this way as this might limit the sustainability of the P-IMA work. Key informants suggested that STDF and stakeholders increase their efforts to engage donors and financial institutions (such as the World Bank) in the use of P-IMA. Potential collaborations would include funding for both the application of P-IMA and the priority SPS capacity building options. Such collaborations are already taking place[66] and offer an opportunity for lesson learning and sharing. Limited progress has been made on improving the sustainability of the P-IMA work (see Section 3.6, Sustainability below). From this perspective the cost effectiveness of STDF's contributions to the sustainability of P-IMA was limited, although it is recognized that collaborating stakeholders also play a significant role in addressing the sustainability of P-IMA.

STDF has given stakeholders using P-IMA access to the D-Sight software at no cost since 2012. In 2022, STDF purchased an access plan for 25 users at a discounted cost of Euros 550/user/year. STDF cannot sell D-Sight licenses, but grants users access to the platform by creating user accounts (key informants). Although STDF's subsidizing of access to the D-Sight software has supported stakeholders to apply P-IMA, this may have implications for the sustainability of P-IMA in the long term.

To what extent has the STDF Secretariat promoted and raised awareness about the P-IMA work?

Finding 14. The extent to which the STDF has promoted and raised awareness about the P-IMA work was significant given the staff time available. In this way, STDF has been able to catalyse the uptake of P-IMA by organizations on their own initiative and by those financially supported by STDF.

Outreach activities. Since 2016 the STDF Secretariat has engaged in 37 events to promote and raise awareness on the P-IMA framework, as well as delivering briefings and training on P-IMA (key informants; STDF Annual Reports 2016-2022). Examples include:

- Presentations by STDF on P-IMA at events held by the World Bank, African Union, TradeMark Africa, CAADP Partnership Platform, Global Food Regulatory Science Symposium, WTO/IMF Arab Regional Workshop, WTO workshop on Transparency and Coordination.
- Training by STDF on P-IMA: an online masterclass on the P-IMA framework was delivered for the P-IMA practitioner group in 2021; IPPC capacity development seminar; at the Trade Academy of the National Trade Board of Sweden; and other events.

Evidence of increased awareness of the P-IMA work is illustrated by the mention of P-IMA in other organizations' publications. For example:

- Food Business Africa News update on STDF P-IMA project in COMESA (January 2019), and GIZ Newsletter item on STDF P-IMA project in COMESA (March 2019)[67]
- IPPC News update on STDF Working Group (March 2019) Newsletter item on P-IMA and capacity development (October 2019). The P-IMA work in Madagascar (STDF/PPG/575) "supported public-private dialogue and built awareness of the benefits of investing in SPS capacity building"[68]

(STDF/PPG/831). The PG was support to COMESA's P-IMA work (STDF/PG/606). The US442,000 is for the PG and PPGs in the Evaluation sample and represented 76% of the total STDF financial contribution of US$582,000 to the P-IMA PG and PPGs 2015 - 2023.

[65] Annex 5.1.

[66] For example, TradeMark Africa and CAB International.

[67] STDF Annual Report 2019, p101

[68] STDF Annual report 2017, p36

- AgriLinks published an article referring to P-IMA[69] following an African Union SPS Coordination Forum meeting in 2023 where COMESA experiences of using P-IMA (STDF/PG/606)[70] (key informants).
- In 2023 the AGRA Food Trade Coalition for Africa and STDF co-published a policy brief which included a recommendation to use the P-IMA framework in 2023[71] (key informants).

Awareness raising activities continue. For instance, a webinar is planned with an AGRA-hosted Food Trade Coalition for Africa in early 2024 to share experiences of using P-IMA in Africa (key informants).

STDF also produced useful documents to support promotion and awareness raising of P-IMA. An example is the Briefing "Driving knowledge on food safety, animal and plant health: SPS capacity evaluation tools in action".

The P-IMA Practitioner Group[72] has played an important role in raising awareness of P-IMA and facilitated learning between stakeholders that has advanced the P-IMA work. An example was the work led by Winrock International in the Philippines: "Our participation in the P-IMA Practitioner Group session enables us to learn best practices from countries such as Belize, Vietnam, and Mozambique that have employed the P-IMA framework successfully".[73]

The P-IMA Practitioner Group offers its members:

- a network for experience-sharing and learning on P-IMA approach,
- brings together experts who have used P-IMA and others who have not, creating an opportunity for learning,
- learning about STDF-supported work on P-IMA at regional/country level.

An internal assessment of STDF Practitioner Groups in 2022[74] found that "The P-IMA Group scored best [compared to other STDF Practitioner Groups] on novel pathways (shares good practices, space for discussion, creation of innovative solutions) and value creation (mutual respect, diverse perspectives, open environment, cultivates reflection)."[75] Also, "… the P-IMA Practitioner Group stands out as notable in mobilizing a relatively high level of participation from Africa, as well as a relatively large number of participants who do not participate in Working Group meetings and/or who represent organizations involved in STDF projects or PPPs".[76]

A key challenge with the P-IMA Practitioner Group was that it consisted of the same members talking about the same topics. Key informants also reported that the P-IMA Practitioner Group was "losing steam and needed reinvigorating". They recommended attempts be made to bring in new members, especially those at national level working in the public and private sectors, to get a wider perspective on the P-IMA work. Overall the P-IMA Practitioner Group remains an important platform for raising awareness of the P-IMA work as well as sharing lessons (key informants).

Increased downloads from the P-IMA page on the STDF website in 2022 may reflect the efforts of the STDF Secretariat to promote P-IMA. For instance, in 2022 "The P-IMA page experienced a 150% jump in views".[77]

There was a general consensus amongst key informants that the P-IMA work has contributed significantly to increased awareness of the benefits of addressing SPS issues using an evidence-based approach to prioritize SPS investment options. For instance, "Use of P-IMA helps to raise high-level awareness about the importance of investing in SPS capacity. It improves SPS planning and cross-sectoral coordination and helps to get SPS priorities integrated in national policy and investment frameworks for agriculture, trade, and the environment".[78]

The information on *why* entities used the P-IMA framework is scattered throughout the STDF documents and the website. There was a lost opportunity for drawing this data together to better promote the uptake and scaling up of P-IMA.

[69] The High Cost of Complying with Sanitary and Phytosanitary Standards (SPS) in Africa. Agrilinks. Getaw Tadesse and Fatima Olanike Kareem, AKADEMIYA2063.
[70] African Union 2023 Year of Accelerated Implementation of the African Continental Free Trade Area (AfCFTA) Learning Event to Promote Harmonized SPS Policies and Capacities in Africa, 30-31 March 2023, Kigali, Rwanda.
[71] Driving Safe Food Trade in the midst of a Food Crisis in Africa: A Critical Step for the Success of The AFCFTA, July 2023.
[72] An internal Assessment of STDF Practitioner Groups was carried out in May 2022, and a report produced.
[73] Ramon Clarete, Chief of Party, Philippines B-SAFE Project, STDF Annual report 2020, p24.
[74] The assessment was carried out with representatives of STDF partners, donors, developing country experts, other Working Group members and experts representing organizations involved in STDF projects/PPGs.
[75] Internal Assessment of STDF Practitioner Groups. Draft Report for Discussion by STDF Working Group (30 May 2022), p9.
[76] Internal Assessment of STDF Practitioner Groups. Draft Report for Discussion by STDF Working Group (30 May 2022), p3.
[77] STDF Annual Report 2022, p46
[78] Martha Byanyima. COMESA Secretariat. Driving better decision-making: Prioritizing SPS investments for market access (P-IMA). STDF, 2018, p3.

To what extent were relevant planning and MEL processes used in the coordination and management of STDF's P-IMA work?

Finding 15. Given the constraints of STDF staff time available for the knowledge workstream, the level of MEL carried out was significant and went beyond only the coordination and management of the P-IMA work. However, the use of the MEL processes to *address challenges* in the use of P-IMA itself as well as taking the SPS capacity building options forward (e.g. through funding) was limited. Monitoring progress in mainstreaming of P-IMA was also limited.

Progress in STDF's P-IMA work was documented in various ways. These included in STDF Annual Reports, the P-IMA page of the STDF website, and the P-IMA Guides of 2016 and 2023. Some results are also presented as 'results sheets' (for example the P-IMA work in Madagascar, STDF/PPG/575), and as mini-case studies in documents, for example in the 'Driving Safe Trade Solutions Worldwide. Supporting farmers, processors, and traders in developing countries to access global markets (2018)'. These sources are readily available for stakeholders to access on the STDF website. The MEL processes used by the STDF Secretariat for the P-IMA work were in accordance with the STDF MEL document and STDF results framework for the coordination and management of STDF's P-IMA work including that supported through PGs and PPGs.

Monitoring. The STDF Secretariat made concerted efforts to follow up on how the prioritized capacity building options were taken forward *after* the P-IMA PPGs and the COMESA PG (STDF/PG/606) were completed. The Secretariat followed up on P-IMA work carried out by organizations on their initiative, without the support of STDF. This level of monitoring was a key strength of the MEL process because it provided data on how P-IMA *contributed* to improved SPS capacity and in some cases improved market access. For instance, TradeMark Africa leveraged funds for investments in laboratories and decentralized testing equipment, a capacity building option identified through TradeMark's P-IMA work in Uganda (Annex 5.2).

However, in other cases there was insufficient monitoring data to make links between the prioritized SPS capacity building options and the results reported. For example, one result reported by COMESA (STDF/PG/606) was the "EU under the COMESA Trade Facilitation Programme, the Alliance for a Green Revolution in Africa (AGRA), the Land O' Lakes, and the TradeMark Africa (TMA) … are making use of the P-IMA findings to provide technical advice and support to the governments on SPS measures and market access"[79] (Annex 5.2). Although this was a promising result, it is unclear which capacity building options were taken forward and *how* the P-IMA work might have contributed to the results reported. In this example, there was little evidence of the *contribution* of P-IMA to the results reported and further investigations would be needed.

The MEL documentation described above provided a useful snapshot of some of the results from the P-IMA work. However, the extent to which conclusions can be drawn about the contributions of the P-IMA work *overall* to SPS capacity-based building based on a selection of examples was limited due to an incomplete data set. A complete data set would include, for instance, a list all the priority capacity building options generated from the various P-IMA analysis, and whether or not each capacity building option was taken forward, and if so for what purpose (for example to be funded, integrated into investment plans, inform SPS legislation, and so on). An example of a potential data set was the one created for this Evaluation for Findings 9 and 16. A more complete data set with relevant analysis could also be used to strengthen awareness raising activities for donors, decision makers, organizations looking for evidence-based decision making, and to support the scaling up of P-IMA.

There was little systematic monitoring of the mainstreaming of P-IMA, including key challenges. This was a lost opportunity to gather data to feed into practical strategies for improving mainstreaming processes. This was a serious omission given the crucial importance of mainstreaming to the sustainability of P-IMA.

Evaluations. The current Evaluation is an important dimension of the MEL of STDF's work on P-IMA. However, having not evaluated the P-IMA work since its development and piloting in 2011-2012 was a lost opportunity to gain an in-depth assessment of the strengths and challenges of the P-IMA work. This may have provided practical recommendations for critical issues such as how to mainstream and build sustainability of the P-IMA work.

Lesson learning. Most of the P-IMA literature focussed on promoting and raising awareness on the P-IMA framework, presenting results, and how to apply the P-IMA framework (P-IMA Guides 2016 and 2023, and the P-IMA Facilitators Handbook, 2023). Although lessons were shared through the various activities of the STDF Secretariat and the P-IMA Practitioner Group meetings, these lessons have not been collated into an easily accessible form. There is little information on practical lessons on for example "what to do when things go wrong

[79] COMESA Report, 2022, p12 (STDF/PG/606)

and how to address typical challenges". Key informants reported that a document outlining key lessons not only on using the P-IMA framework but also on *how* to take the prioritized SPS options forward, would be useful.

Valuable recommendations also emerged from the internal assessment of STDF Practitioner Groups in 2022 which included the P-IMA Practitioner Group. Key examples included "Better communicate the results, experiences, and lessons of P-IMA use in different settings to promote wider learning … Enable experts P-IMA applications, and … "Make stronger links in the Practitioner Group to country/regional experiences on P-IMA to promote learning". [80] These present opportunities for STDF to continue strengthening lesson learning.

Resources, roles, and accountability. The STDF Secretariat has a small complement of staff with limited time for follow up and data collection both during and after a P-IMA PPG or PG has closed. Similar findings were identified in the 2019 evaluation of STDF[81]. Although the MEL resources of the Secretariat were increased in 2021, the staff resources for the knowledge work in particular remain insufficient (key informants). Given the existing resources, the level of MEL carried out by the Secretariat was realistic and has generated some data on results and valuable insights onto the effectiveness of the P-IMA framework.

The MEL process was also affected by the fact that the Secretariat has limited influence over the monitoring carried out by stakeholders at a national level (as monitoring inevitably lies within the remit of these stakeholders). The STDF Secretariat relies on stakeholders to share their monitoring data. As such, the Secretariat cannot be held accountable for some of the challenges of incomplete data. Another challenge was that the roles and responsibilities of STDF and stakeholders (whose P-IMA work was supported by STDF) was not clearly defined nor agreed. The lack of explicit questions on MEL in the STDF PPG and PG application forms may have been a contributing factor.

There was an important lost opportunity to develop a joint MEL process of benefit to both stakeholders and STDF in terms of generating useful data for implementing P-IMA and evidence on the outcomes and impact of the P-IMA work. Support for monitoring and evaluation of the P-IMA work was expressed by some stakeholders. For instance, at the COMESA 7th Joint Ministerial Committee Meeting on Agriculture, Environment and Natural Resources in 2021 "… Member states were equally urged to build-in M&E systems in their national P-IMA frameworks to ensure continuous updating and sustainability of the programme. The decision was made considering the added value that the tool provided to Member States in prioritising SPS Investments"[82].

3.5 Impact

The overarching question for Section 3.5 was; ***To what extent has the P-IMA framework contributed to SPS capacity building, improved SPS related decision-making processes, and has been scaled up?***

Summary of findings

Sub-questions	Rating
16. To what extent were SPS capacity building options funded and contributions made to legislative change, improved SPS capacity, and trade?	Moderate
17. To what extent has P-IMA been mainstreamed as Phase 1 of decision-making related to SPS capacity building?	Not at all
18. To what extent did the P-IMA work contribute to structural changes in Phase 2 of decision-making so that prioritized SPS capacity building options are taken forward in open and transparent ways?	Limited to moderate
19. To what extent has the scaling up of the P-IMA framework begun?	Significant

[80] Internal Assessment of STDF Practitioner Groups. Draft Report for Discussion by STDF Working Group (30 May 2022), p15.
[81] Nathan Associates London (2019). External Evaluation of the Standards and Trade Development Facility (STDF).
[82] COMESA Final Report, June 2022, p14 (STDF/PG/606).

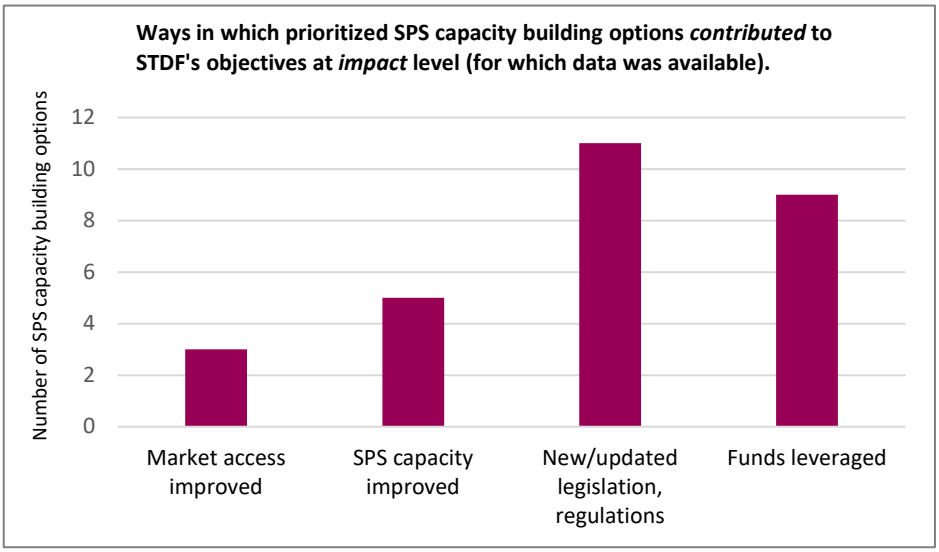
To what extent were SPS capacity building options funded, and/or contributions made to legislative change, improved SPS capacity, and trade?

Assessing the impact of the P-IMA work in terms of gathering primary data was beyond the scope of this Evaluation. The following results draw on the secondary data that was readily available (although this data was itself incomplete).

Finding 16. A third of the capacity building options taken forward *contributed* to improved SPS capacity and/or to improved trade. This was a significant result for the P-IMA work given that most of the P-IMA frameworks in the sample were applied within the last 2 to 3 years and the contributions of this work are still emerging.

Of the 42 SPS capacity building options taken forward, 15 options (36%) were either funded and/or contributed to improved SPS legislation, improved SPS capacity, and access to export markets (Figure 5). This suggests that the P-IMA work has contributed to STDF's objectives at impact level. The 15 SPS options were generated from the P-IMA work carried out in Madagascar (STDF/PPG/575), Malawi under the COMESA project (STDF/PG/606), in Uganda with TradeMark Africa, by the Bahamas Agricultural Health and Food Safety Authority (BAHFSA), and the Belize Agricultural Health Authority (STDF/PG/365), (Annex 5.2).

Figure 5.



Of the nine SPS capacity building options that were funded, data was only available on funds allocated for three of these (Annex 5.3) where the total funds awarded was US$2,887,000. These funds did not match exactly the estimated costs of the stated options as outlined in the P-IMA reports. Key informants reported that this did not mean the estimated costs of the P-IMA analysis were inaccurate. Rather, the differences reflected decisions by donors and stakeholders to fund part of the investment costs or include additional activities. Key informants emphasized that having the estimated costs from the P-IMA analysis was very useful in discussions with donors.

The most frequent use of SPS capacity building options was to inform legislation. These are significant results because they potentially contribute to sustained long term change. For example, in Malawi (COMESA STDF/PG/606), the P-IMA report was used to draft the national SPS strategy and Food Safety Law and regulations for governing the food industry and agri-food exports. However, the process by which this was achieved and the contributions of the prioritized SPS capacity building options was not reported[83].

Five of the SPS capacity building options were reported to have improved SPS capacity. Four of these related to the P-IMA work in Belize (STDF/PG/365), for instance an ISO 17025 accreditation of a food safety laboratory. The P-IMA work of the Bahamas Agricultural Health and Food Safety Authority (BAHFSA) contributed to improved SPS capacity through the establishment of the E-inspection system for food hygiene in 2023.

[83] Key informants were invited for interviews to discuss these points, but the interviews did not take place.

Data on the contributions of the P-IMA work to improved market access was only available for the P-IMA work carried out in Belize (2012). One reason might be because of the time needed for results at higher impact level to emerge. An example is the capacity to control bovine tuberculosis and bovine enabled exports of live cattle to Mexico. Initially cattle could only be exported from designated regions in Belize that were declared bovine tuberculosis and bovine brucellosis free (STDF/PG/365). No data was provided on increased export revenues although key informants reported that this data could be sourced given sufficient time and resources.

Given the scope of the COMESA project (STDF/PG/606), which was applied in five countries, more results might have been expected. However, the COVID-19 pandemic was a significant mitigating factor that delayed the implementation of the P-IMA frameworks in five countries. Other factors hindering progress were the challenges faced in taking some of the SPS investment options forward (see Finding 18 below).

To what extent was P-IMA mainstreamed as Phase 1 of decision-making related to SPS capacity building?

Mainstreaming of the P-IMA framework into decision-making processes related to SPS capacity building was a specific objective of some of the stakeholders using P-IMA[84]. This aim was supported at a high level. For instance, "… the COMESA 7th Joint Ministerial Committee Meeting on Agriculture, Environment and Natural Resources held on 8 August 2021 decided that Member States '*Institutionalize evidence-based approaches such as P-IMA to facilitate dialogue and consensus in order to prioritize and inform appropriate investments in SPS capacity in value chains that are of comparative advantage to Member States*'."[85]

In the case of the COMESA project (STDF/PG/606) there was an explicit intention to mainstream P-IMA and develop the capacity to apply and reapply the framework. For instance, "P-IMA is very important for countries like Rwanda with a huge ambition concerning agriculture and trade. It is important to institutionalize this approach to ensure sustainability and follow up so that we know how to sequence investments in areas around where we have gaps, issues but also opportunities"[86].

Finding 17. The P-IMA framework has not been mainstreamed as Phase 1 of the decision-making process for any entities/organizations to date.

This was evidenced by the fact that of the 15 P-IMA frameworks applied by six entities[87] none of these have been reapplied or updated (key informants), (see Finding 20 below). There were several interconnected reasons why P-IMA has not been mainstreamed as Phase 1 decision-making.

In some cases, the application of the P-IMA framework was intentionally a one-off event. As such, there were no plans to update the P-IMA analysis and therefore no need to embed the P-IMA framework into the organization. An example was prioritizing activities to support the implementation of the National Policy for Aflatoxin Control in Feed and Food in Ghana (STDF/PPG/786) (key informants).

Where P-IMA frameworks were applied within the last two to three years there was a general consensus amongst key informants that the analysis did not need updating. As such there was no need to mainstream P-IMA at the time.

> One person who had been trained to use P-IMA explained that after the P-IMA process was completed "there was no follow up, we were just left hanging. How can I as an individual organise to apply P-IMA again in future? I don't have the mandate, I don't have any resources, I can't pay for D-Sight. P-IMA has no home".

For COMESA (STDF/PG/606), a key challenge was the lack of clarity on *which* entity would take ownership of P-IMA and *how* the mainstreaming of P-IMA as Phase 1 decision-making would be achieved. It was assumed the P-IMA technical Working Groups would reapply the P-IMA frameworks. However, no plans were made to enable the Working Groups to do this (key informants). The P-IMA work in Madagascar (STDF/PPG/575) faced similar challenges. The intention was that the technical Working Group would take ownership of P-IMA. However, the group disbanded because they had insufficient time and resources to follow up on the P-IMA work and to reapply the framework (key informants). A key reason for these challenges was insufficient planning. The absence of a question in the PPG and PG application forms

[84] These included P-IMA work in COMESA (STDF/PG/606), CARICOM region (STDF/PPG/733), Ecuador (STDF/PPG/709), Madagascar (STDF/PPG/575), and Bangladesh (STDF/PPG/ 831).
[85] COMESA Final Report, June 2022, p14 (STDF/PG/606).
[86] Eric Ruganintwali. Quality Assurance & Regulatory Division Manager, National Agriculture Export Development Board (NAEB)/Ministry of Agriculture and Animal Resources (MINAGRI), Rwanda Terms of Reference for External Evaluation, p13.
[87] P-IMA work in Belize (STDF/PG/365), Madagascar (STDF/PPG575), COMESA (STDF/PG/606); and P-IMA applied by organisations in their own initiative - Winrock International Philippines, and TradeMark Africa. No data on the further use of P-IMA by ILRI following the BESST study (see Annex 5.2). (Sample for which P-IMA reports were available)

that asks *how* the P-IMA framework will be mainstreamed and provision be made to reapply the P-IMA framework in future, may have been a contributing factor. This was an important omission given the intention of STDF and stakeholders to mainstream P-IMA which may have contributed to insufficient planning on *how to* mainstream P-IMA.

Key informants reported that for P-IMA to be effectively mainstreamed within an appropriate entity at national level, the entity would need to have the mandate, resources, time, at least one person fully qualified to apply and reapply P-IMA and consist of stakeholders from the private and public sectors and other relevant organizations. An example where this was being considered was the National SPS Committee under the Presidential Advisory Committee on Exports and Industrial Development (PACEID) in collaboration with the Ministry of Agriculture, Animal Industry and Fisheries (MAAIF) in Uganda[88] (key informants). This example may offer valuable lessons.

During the COMESA project (STDF/PG/606) it was suggested that the EIF National Implementation Units take ownership of the P-IMA work. However, no data was available on whether this had happened (key informants). Key informants also suggested that future initiatives engage with National SPS Committees (where these were operational) as potential entities to take ownership of P-IMA.

Key informants reported that the cost of applying a P-IMA framework was another inhibitory factor for mainstreaming P-IMA into national public sector entities especially in LDCs[89] with competing demands for limited resources. The average financial support provided by STDF through PPGs was US$48,000[90]. These funds did not necessarily reflect the actual costs of applying a P-IMA framework but were partly a reflection of the US$50,000 cap on PPG grants (key informants). In addition, the cost for using the D-Sight software was subsidized by STDF. The PPG funds provided by STDF were only intended for the first use of P-IMA. Key informants reported that in hindsight, the PPG funds would have been insufficient to support the mainstreaming of P-IMA. Not having a realistic assessment of the costs to re-apply a P-IMA analysis was a lost opportunity for advancing discussions on how to mainstream P-IMA at a national level.

Another factor likely to have hindered the mainstreaming of P-IMA was insufficient skills. The expectation of STDF and stakeholders was that the skills developed through the training provided as part of the P-IMA process would enable the technical Working Groups to re-apply P-IMA on their own. However, this assumption did not hold. Most key informants reported that they did not feel confident enough to *lead* the application of the P-IMA framework without the support of a P-IMA Expert (see Finding 21 below).

To what extent did the P-IMA work contribute to structural changes in Phase 2 of decision-making so that prioritized SPS capacity building options are taken forward in open and transparent ways?

Finding 18. Contributions of P-IMA to bringing about *structural changes* in Phase 2 of decision-making for SPS capacity building were limited or moderate depending on the entities concerned.

The extent to which the prioritized SPS capacity building options were taken forward depended on how well Phase 2 decision-making was already established and functioning.

An analysis of the decision-making processes where the prioritized SPS capacity building options *were* taken forward into Phase 2 showed that the entities who led the process had a specific set of characteristics. For instance, they had the mandate to take up the prioritised SPS options, and ability to convene relevant stakeholders and facilitate decision-making. Examples included CSIR-STEPRI in Ghana (STDF/PPG/786), Ministry of Agriculture and Livestock in Madagascar (STDF/PPG/575), Bahamas Agricultural Health and Food Safety Authority, and TradeMark Africa. This indicates that diverse organizations such as government ministries, competent authorities, not-for-profit organizations, and research institutes all have the potential to use the outputs of P-IMA effectively. Another important characteristic was having existing links with donors. For example, a key informant remarked that the "use of P-IMA is ideal when there is already a pot of money to be allocated".

For key informants, a critical contribution of P-IMA to Phase 2 decision-making was the identification of those SPS investment options most likely to generate greatest impact, based on evidence. For instance, in Madagascar (STDF/PPG/575) "The P-IMA analysis delivered evidence on the expected impacts of these investments linked to

[88] Aims to strengthen public private SPS collaborations.
[89] Least Developed Countries.
[90] For example, training the technical Working Groups, facilitating workshops, hiring external P-IMA experts, and the D-Sight software, and so on. (Analysis of STDF PPGs 365, 575, 709, 733, 786, 831; and STDF/PG/606).

policy goals on trade, agricultural productivity, and poverty reduction. This helped to mobilize resources to address some of the key priorities, including funding from COLEAD to control risks related to quarantine pests like fruit fly and False Codling Moth in capsicum exports to the EU."[91]

In other cases, the contributions of P-IMA to Phase 2 decision-making were limited. The COMESA project (STDF/PG/606) provided valuable insights in this regard. For instance, a key objective was to integrate prioritised SPS capacity building options into regional and national investment frameworks under the Comprehensive African Agricultural Development Programme (CAADP). The intention was to "use existing national structures … or other related planning and sector-wide working groups (including private sector associations) …"[92]. However, there was no explanation as to *which* national structures would be used and *how* the priority SPS options would be taken up and used in decision-making (key informants). This hindered the scope for taking prioritized SPS capacity building options forward. Key informants reported "we faced issues in what happens after P-IMA is implemented. How can SPS priorities be taken forward?" and "this process was so very useful for us and has great potential. But we heard nothing after the workshop. Who was supposed to take these P-IMA options forward? My own ministry? It wasn't clear. P-IMA got lost".

In Malawi and Rwanda in the COMESA project (STDF/PG/606) the P-IMA analyses was reported to have been taken forward to some extent (Annex 5.2; COMESA Final Report 2022). However, *how* the P-IMA analysis was taken forward and by which entities was not explained. This may have provided invaluable insights for COMESA's P-IMA work and the on-going P-IMA work in CARICOM (STDF/PPG/733) which also has a regional focus.

A key factor limiting the uptake of SPS capacity building options in the COMESA P-IMA work (STDF/PG/606) was insufficient planning. There was only one activity in the project logical framework focussed on identifying *how* the prioritised SPS capacity building options would be taken forward into Phase 2 of decision-making[93]. Although a useful starting point, no further activities or resources were allocated for taking the next steps. One key informant reported: "The prioritized SPS investment options are not going to integrate themselves into national investment plans or funding proposals. There needs to be a practical procedure for final decision-making where particular SPS options are selected for investment. *Who* will take the prioritized SPS options into final decision-making and *how* will they do this?"[94]

Given the level of resources invested in the COMESA project (STDF/PG/606)[95] there was a lost opportunity to pilot practical processes to strengthen Phase 2 decision-making as well as develop links between Phase 1 and Phase 2. Also, whether the same entity could potentially take ownership of both Phase 1 and 2 of the P-IMA work was not explored.

The COVID-19 pandemic had a significant impact on COMESA's P-IMA work (STDF/PG/606), resulting in delays in implementation in the five targeted countries. Had this not happened, COMESA had the potential to further develop Phase 2 of decision-making related to SPS capacity building (key informants). Interest has been expressed for taking COMESA's P-IMA work forward. For instance, "Although the P-IMA process was successfully implemented, more time and support will be needed to ensure that the analysis (country reports and prioritizations) are fully utilized to inform SPS decision-making by national authorities and development partners including to mainstream the investment options into national investment frameworks and mobilize resources to implement the key investment options prioritized"[96]. COMESA also recommended a "future P-IMA project to embed a follow-up or monitoring mechanism for implementing the outcomes of the P-IMA framework"[97].

To what extent has the scaling up of the P-IMA framework begun?

Finding 19. The scaling up of the P-IMA framework to date has been significant.

The scaling up process is evidenced in part by the number of P-IMA frameworks applied by entities on their own initiative. Of the 20 P-IMA frameworks applied[98] or in process, 45% were applied by entities on their own

[91] STDF Annual Report 2017, p36.
[92] STDF/PG/606, application form, p5.
[93] STDF/PG/606 application form, p23.
[94] Key informants noted that the entity that houses P-IMA and is responsible for applying and reapplying P-IMA need not necessarily be the same entity takes up the prioritised SPS options into decision-making (Phase 2) although they could be.
[95] US$502,450 by STDF, EIF, and in kind by COMESA
[96] COMESA final report (STDF/PG/606), June 2022 p6.
[97] COMESA final Report (STDF/PG/606), June 2022, p14.
[98] Including five P-IMA frameworks applied through the COMESA project (STDF/PG/606) and six P-IMA frameworks by TradeMark Africa.

initiative[99]. The scaling up of P-IMA continues with the recent use of P-IMA by CABI to prioritize interventions in livestock value chains in Kenya. Priority interventions were identified using criteria such as resilience, contribution to food security, and contribution to trade. CABI recommended three priorities to USDA for funding support (key informants).

These developments are significant and indicate that the scaling up of the P-IMA framework has been occurring spontaneously without the support of STDF. At the same time recent initiatives supported by STDF are also focussing on scaling up (see below). Several factors have enabled the scaling up of P-IMA.

First was the willingness of donors to fund the application of P-IMA for entities who used the framework on their own initiative.[100] Also, the willingness of organizations to fund the P-IMA application using their own resources was also a significant indication of confidence in P-IMA, such as the Bahamas Agricultural Health and Food Safety Authority (key informants).

Second was the sharing of experiences and lessons. For instance, "IPPC shared the results and experiences of the P-IMA work in Madagascar at a seminar for its Strategic Planning Group at FAO, with new opportunities identified for deeper and more strategic synergies between P-IMA and the PCE in Sri Lanka, Nicaragua and elsewhere, moving forward."[101] Another example is the PPG in the CARICOM region (STDF/PPG/733) which was developed by drawing on lessons from the P-IMA work in Belize (STDF/PG/365). Lessons from applying the P-IMA framework by the Bahamas Agricultural Health and Food Safety Authority (BAHFSA) is also informing the P-IMA work in the CARICOM region (key informants).

Third, the CARICOM P-IMA work (STDF/PPG/733) is itself an example of a proactive initiative that has the potential to significantly accelerate the scaling up of P-IMA. This initiative is supporting the remote/hybrid application of P-IMA including the virtual training of stakeholders to apply the P-IMA framework at a regional and national level. However, there have been challenges with the virtual training used to date (see Finding 12 above). If not addressed, these challenges may hinder the scaling up of P-IMA.

The fourth factor supporting the scaling up process has been the widespread endorsement of the P-IMA framework from high-level policy and decision makers. For example, "COMESA views the P-IMA framework as a unique planning and sector-wide engagement and resource mobilization tool." "We encourage our Member States to use P-IMA to take stock of SPS capacity building needs, prioritize and cost investment options with the best returns and integrate them into national agriculture sector investment plans." (COMESA Secretary General, H.E. Chileshe Mpundu Kapwepwe).[102]

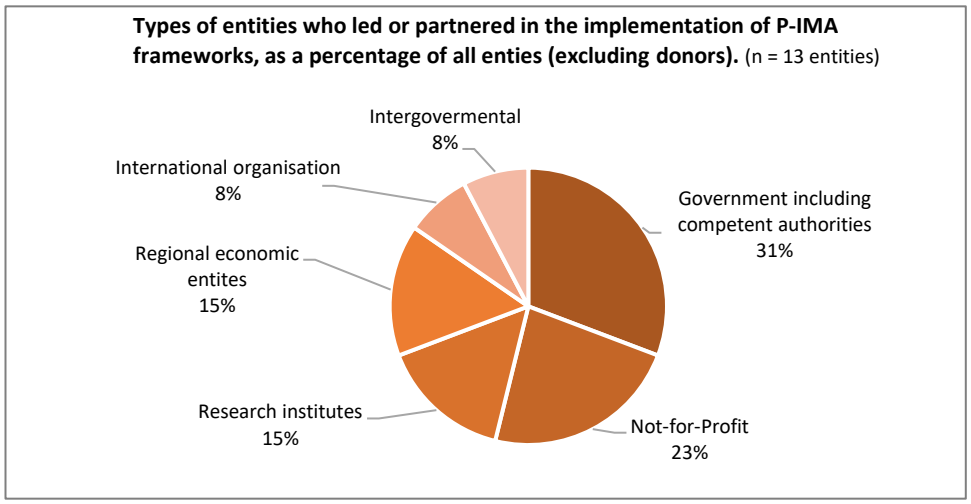
Fifth, the activities of the STDF Secretariat played an important role in the scaling up process by raising awareness about P-IMA, how the framework has been used and the outcomes achieved (key informants). For instance, the P-IMA work by Winrock International in the Philippines was initiated by a staff member who heard about P-IMA from an STDF presentation on a WTO course (key informants). WTO courses may offer another avenue for supporting the scaling up of the P-IMA work.

A final factor driving the scaling up process was the versality of the P-IMA framework itself. The framework has been used, for example, to prioritize SPS capacity building options across a range of sectors, value chains and SPS issues[103]; create a strategy for a competent authority[104]; conduct a feasibility study in the Horn of Africa and Arabian Peninsula on trade in livestock and livestock products[105]; and to prioritize activities in an SPS national action plan[106]. The versatility of the P-IMA framework is also evidenced by the wide range of entities that applied the framework (Figure 6). The largest proportion of entities who used the P-IMA framework were government authorities[107] indicating the level of interest in P-IMA by the public sector.[108] The reasons for a relatively high

[99] TradeMark Africa; ILRI BESST Study led by OIE/WOAH; Winrock International in Philippines; Bahamas Agricultural Health and Food Safety Authority (BAHFSA), see Annex 5.2.
[100] Ministry of Foreign Affairs of the Netherland, United Staes Department of Agriculture (USDA), Gates Foundation (with OIE), (Annex 5.2).
[101] Promoting Madagascar's exports by prioritizing SPS investments (STDF/PPG/575). STDF Results Sheet #1, p2.
[102] Using evidence to prioritize SPS investments in Uganda: Policy Brief (undated).
[103] COMESA (STDF/PG/606) and TradeMark Africa.
[104] Belize Agricultural Health Authority (STDF/PG/365).
[105] The study was commissioned by the OIE as part of the OIE's Better Enforcement of Standards for Safer Trade (BESST) initiative. (STDF Annual Report 2019, p84).
[106] Science and Technology Policy Research Institute Council for Scientific and Industrial Research (CSIR-STEPRI), Ghana (STDF/PPG/786).
[107] Belize Agricultural Health Authority (STDF/PG/365), and Bahamas Agricultural Health and Food Safety Authority (BAHFSA).
[108] P-IMA work in Madagascar (STDF/PPG/575).

proportion of P-IMA frameworks applied by the non-for-profit organizations were unclear although might be due to their greater flexibility in using P-IMA, according to key informants.

Figure 6.



Understanding the reasons *why* entities used the P-IMA framework also provided invaluable insights and lessons into what is driving the scaling up process. For example, key informants reported:

- "P-IMA has been tried and tested, we know it works, the P-IMA process provides evidence on which commodities are best for enhancing trade. This is more convincing for policy makers",
- "We have confidence in the P-IMA framework because it covers both food safety and animal health and shows the links with trade and economic development",
- "We did not need to gather any more information to apply the P-IMA framework because this had already been done for the development of the National Policy. We also had an implementation plan for this policy. What we needed was a means to prioritize the activities in the implementation plan in order of importance, so we would know where to start. This is what we used the P-IMA framework for",
- "We are attracted to the P-IMA tool because it will enable us to prioritise commodities that we can market competitively across the region".

The reasons why stakeholders took up the P-IMA framework were also well documented. For instance, ILRI used P-IMA because it "has been validated and successfully used in several countries. It focuses on SPS weaknesses linked to export of agricultural products, including livestock and livestock products. The P-IMA framework advocates a structured approach with clear criteria and a transparent process to define which SPS capacity building needs should be addressed at national level. The advantage of P-IMA is this focus on investment in capacity development for trade and the recognition of private as well as public sector capacities."[109]

CAHFSA, in collaboration with its national stakeholders and BAHFSA, selected the P-IMA framework to "enable better coordination among national stakeholders in trade, create an appetite for the development of BAHFSA's work in the CARICOM region, facilitate trade, educate CARICOM professionals in the use of P-IMA, and reduce vulnerabilities from pests and diseases."[110]

P-IMA is being used in Bangladesh because it "will allow us to develop a consensus among these stakeholders on the crucial SPS problems and systemic constraints affecting Bangladesh's export performance, enabling us to design appropriate solutions".[111]

[109] World Organisation for Animal Health (OIE). Better enforcement of standards for safer trade in livestock and livestock products across the red sea: Feasibility study for a joint Horn of Africa-Arabian Peninsula initiative. 2020, p43.
[110] STDF/PPG/733 application form, p2.
[111] STDF/PPG/831 application form, p2.

3.6 Sustainability

Section 3.6 presents the findings on the sustainability of the P-IMA framework. The overarching evaluation question was: **To what extent did STDF's and stakeholders' P-IMA work contribute to long-term sustained change in SPS related decision-making and the capacity to continue using the P-IMA framework?**

Summary of findings

Sub-questions	Rating	
20. To what extent have the P-IMA reports/ analysis been updated?		Not at all
21. To what extent was existing P-IMA expertise used to create a training strategy that enabled stakeholders to implement their own P-IMA frameworks independently?		Limited
22. To what extent were alternative models for applying the P-IMA framework and for expanding global P-IMA expertise to increase the sustainability of the P-IMA work considered by STDF?		Limited

To what extent have the P-IMA reports/ analysis been updated?

Finding 20. None of the P-IMA reports/ analyses in the Evaluation sample have been updated.

The need to update the P-IMA analysis was emphasised in the P-IMA Guide (2016), the P-IMA Facilitators Handbook (2023), and was well recognised by stakeholders. For instance, "… we also need to keep it [P-IMA] as a live document to be updated as priorities shift"[112]. This was also strongly reiterated in the sub-sample of twelve of the P-IMA frameworks reviewed. For example, "The analysis had to contend with considerable difficulties obtaining data for the completion of the information cards in all sectors. Therefore, the results from this framework are based on the availability and quality of data. As a result, the data must be revised in an on-going basis once better data becomes available".[113]

One reason why the P-IMA reports/analyses were not updated was because P-IMA had not been mainstreamed (as explained in Finding 17 above) and indicates that in this regard P-IMA is not yet sustainable. Other important reasons are presented below.

To what extent was existing P-IMA expertise used to create and deliver a training strategy that enabled stakeholders to implement their own P-IMA frameworks independently?

Finding 21. The existing expertise in P-IMA was used to a limited extent to create and deliver a training strategy that enabled stakeholders to apply and reapply the P-IMA framework independently. A high dependence on the existing P-IMA Experts remains.

At present there are only two individuals globally with a high level of expertise and experience in using the P-IMA framework, referred to as the global "P-IMA Experts" by stakeholders. Together they have supported or are in the process of supporting the implementation of 15 P-IMA frameworks since 2016 and have played a vital role in the development and expansion of the P-IMA work globally.

A key issue cited by key informants was that the two P-IMA Experts are unlikely to continue providing consultancy services for organizations in future due to their other professional commitments. This was recognised prior to 2016. For instance, "… the approach was overly reliant on international expertise and not sufficiently rooted in regional/national processes. One of the limitations was that this work did not create sufficient regional capacity on P-IMA to facilitate the re-use and institutionalization of this approach to facilitate SPS decision-making on an ongoing basis. This reduced the sustainable uptake by many countries".[114]

The solution was to train a pool of P-IMA facilitators[115] (referred to as the "new P-IMA Facilitators" for clarity), with the ability to apply and reapply the P-IMA framework without depending on the existing P-IMA Experts. However, this met with limited success. One reason was the training strategy underpinning the P-IMA work.

The current training strategy relies on the technical Working Groups created each time a P-IMA framework is applied. Each technical Working Group consisted of two subgroups: one or both of the existing P-IMA Experts, and several stakeholders from a cross-section of sectors who were novices in P-IMA. The novices were trained by the P-IMA Experts (as part of the normal process of applying a P-IMA)[116]. These newly trained Working Group members then supported the P-IMA process which was led by the P-IMA Experts. The training programme used

[112] Martha Byanyima, Chief of Party, Land O' Lakes Venture 37 TRASE Project. STDF External Evaluation Terms of Reference, p13.
[113] P-IMA Report, Rwanda, in the COMESA project (STDF/PG/606).
[114] STDF/PG/606 COMESA application form p4, 2018.
[115] For example, the P-IMA work in Madagascar (STDF/PPG/575), COMESA (STDF/PG/606), and the current P-IMA work in the CARICOM region (STDF/PPG/733) and Ecuador (STDF/709).
[116] STDF Prioritizing SPS investments for market access (P-IMA): A framework to inform and improve SPS decision-making processes (2016).

to train the P-IMA novices is outlined in the STDF P-IMA Facilitators Handbook (2023)[117]. After the P-IMA was completed, the intention was that the newly trained technical Working Groups would become new P-IMA Facilitators able to apply and reapply the P-IMA framework independently of the P-IMA Experts (key informants).

However, eleven key informants reported that they did not feel confident to apply the P-IMA framework without the support of a P-IMA Expert. For instance, "we don't yet have the full set of skills and resources to update the P-IMA analysis on our own, and without this how can we keep the P-IMA analysis current?" (key informant). Several interconnected factors contributed to these unexpected results. The issue was not necessarily the quality of the training delivered by the P-IMA Experts per se, which was highly praised by stakeholders, but rather the content and methods of the training strategy.

One limitation was that the training on how to use the P-IMA framework was applied just once, followed by the application of P-IMA led by the P-IMA Expert. Key informants reported that they relied heavily on the P-IMA Expert to resolve issues such as estimating costs, projected export revenues and potential impact on poverty and public health, using D-Sight software, facilitating intense debate where stakeholders held opposing views, and writing the P-IMA reports. Although the P-IMA Experts provided explanations and support, for many key informants, participating in only one P-IMA application was insufficient to absorb the volume of new knowledge.

A second factor that sustained reliance on the P-IMA Experts was that the *primary* focus was on completing the tasks of delivering a P-IMA framework in a timely way (key informants). This was also evidenced by the content of the STDF PPGs and PGs, for example the P-IMA work in Madagascar (STDF/PG/575) and COMESA (STDF/PG/606). A significant number of planned tasks were to be led by the P-IMA Expert[118]. This reduced the opportunity for new P-IMA Facilitators to practice tasks themselves and receive feedback from the P-IMA Expert. Such an approach may have increased the time to deliver the P-IMA, leaving a dilemma for stakeholders that has yet to be explored. The design of the PPGs and the PG may inadvertently have contributed to *dependence* on the P-IMA Experts. Drawing on the existing P-IMA Experts to primarily deliver P-IMA rather than focus on building sustained capacity was a lost opportunity, and not the most effective use of this expertise.

A third factor may have been that the skills required for the two subgroups when a P-IMA framework is applied (P-IMA Experts and P-IMA novices) were not clearly distinguished. Although there is overlap, the skills needed to lead and facilitate a P-IMA framework are considerably more than those needed for members of the technical Working Groups to support rather than lead in applying the P-IMA framework. For example, one key informant reported the importance of how the P-IMA framework is *facilitated* and the skill levels needed to do this well: "Having a high level of facilitation skills is critical for ensuring that stakeholders can voice their opinions, while helping them to come to a consensus as far as possible and avoiding getting stuck on detailed technical issues".

The failure to distinguish the different skill sets may have led to the assumption that training novices on the P-IMA framework using the existing training method and content will automatically qualify these novices to become P-IMA Facilitators and apply the P-IMA frameworks by themselves. However, at this stage the newly trained P-IMA Facilitators will not yet have gained the *practical experience* they need to train others on how to use P-IMA, as recommended in the Facilitators Handbook: "What do you need to be a Facilitator? It is assumed that the facilitator/instructor has a good working knowledge of the P-IMA framework and the D-Sight platform and has applied this framework in diverse contexts so that they are well-informed as to the challenges faced, practical procedures needing to be employed...".[119]

A fourth factor was that the Facilitators Handbook assumes a P-IMA Facilitator has *already applied* several P-IMA framework before training new technical Working Groups and applying new P-IMA frameworks themselves. A key issue is that the training programme in the Facilitators Handbook does not cover the additional skills and experience needed to become a P-IMA Facilitator. The Facilitators Handbook is a training programme designed for technical Working Groups (and other participants) who are P-IMA novices. If the latter individuals are not expected to go on to facilitate their own P-IMAs then the Facilitators Handbook training programme is appropriate. However, if novice Working Group members are expected to become new P-IMA Facilitators then additional training would likely be required. In this case the current training programme covered in the Facilitators Handbook is insufficient. In effect, there is no complete training programme for new P-IMA Facilitators.

[117] https://standardsfacility.org/facilitators-handbook-prioritizing-sps-investments-market-access-p-ima
[118] Critique of STDF PPG and PG application forms.
[119] STDF. Prioritizing SPS Investments for Market Access (P-IMA) Facilitators Handbook (2023), p8.

Key informants suggested that an appropriate training programme might include the new facilitators being taken through at least two P-IMA frameworks with coaching support; skills in how to train and facilitate; and a deepening knowledge and practice in using D-Sight. Key informants also suggested creating a virtual helpline for newly trained P-IMA facilitators who could seek assistance when they face challenges during the application of P-IMA. Who would host the helpline in ways that do not rely solely on the existing P-IMA Experts was unclear.

Given that STDF supported eight entities to apply the P-IMA framework since 2016 (six of which were in the Evaluation sample, Annex 1) there was a huge lost opportunity to pilot a coaching-based training programme for new P-IMA Facilitators, for example, through the COMESA project (STDF/PG/606) where five P-IMA frameworks were applied.

On a final point, there are cases where individuals taught themselves how to use the P-IMA framework and then applied the framework on their own initiative. Examples include the Winrock International B-SAFE project in the Philippines and the BESST study by ILRI (Annex 5.2). The consultant who led the P-IMA process in Madagascar supported by STDF (STDF/PPG/575) was also self-taught. Key informants[120] reported the critical importance of having an economics background, strong facilitation skills, and links with a wide range of relevant stakeholders especially in the private and public sectors. However, a potential strategy to encourage stakeholders to teach themselves to use P-IMA rather than receive formal training was not favoured by most key informants who were asked this question. They reported that being trained by a P-IMA Expert would be more effective in terms of learning and more time efficient than being self-taught.

To what extent were alternative models for applying the P-IMA framework and for expanding global P-IMA expertise aimed at increasing the sustainability of the P-IMA work considered by STDF and stakeholders?

Finding 22. Investigating and testing alternative models for applying the P-IMA framework was limited. The heavy reliance on the existing P-IMA Experts remains although possible strategies for expanding the global P-IMA expertise were suggested by stakeholders.

Alterative models for applying the P-IMA framework. In practice, entities applied the P-IMA framework using one of two models. These were an "in-house" model and a "contract-out" model. These models were largely implicit[121]. These models are examined because key assumptions were made that may have undermined efforts to improve the sustainability of the P-IMA work.

The "in-house" model entails an entity's own staff applying the P-IMA. Examples of where the in-house model was attempted was in the COMESA (STDF/PG/606) and Madagascar (STDF/PPG/575) P-IMA work. The rationale was to reduce the dependency on the two P-IMA Experts and reduce the costs of hiring external consultants (key informants). However, the in-house model was unsuccessful due to challenges with mainstreaming P-IMA, the P-IMA training strategy, and mitigating factors linked to the COVID-19 pandemic. An in-house model would also incur costs such as the salaries of the in-house P-IMA Facilitators, the D-Sight software, convening stakeholder workshops and so on. This finding does not necessarily mean that an in-house model would be unviable. Failing to fully pilot the in-house model with COMESA (STDF/PG/606) was a huge lost opportunity for lesson learning that would have informed strategies for improving the sustainability of the P-IMA work. These lessons would also be invaluable for the on-going work in the CARICOM region (STDF/PPF/733), Ecuador (STD/PPG/709) and Bangladesh (STFG/PPG/831).

The "contract-out" model is where an entity commissions an external consultant P-IMA expert to facilitate the application of the P-IMA framework with them. Two organizations adopted this model. These organizations made an explicit decision to use a contract-out model because they did not want to build in-house capacity at the time. One organization also wanted to draw on the best P-IMA expertise available. Another reason was to ensure the process was seen to be *unbiased* by using an external facilitator, and so secure greater buy-in and confidence of stakeholders in the prioritized SPS investment options produced (key informants). An unexamined assumption was that in order for the P-IMA work to be sustainable an in-house model should be adopted. Key informants explained that this was not necessarily the case. An organization can decide to mainstream P-IMA as part of their decision-making process and contract an external consultant every time they would like to apply P-IMA. Not identifying alternative models for using P-IMA so as to meet the particular needs and circumstances of different entities was a lost opportunity to gain further insights into how to improve the sustainability of P-IMA.

[120] No interviews were carried out with stakeholders involved in the ILRI BESST study despite attempts to organize interviews.
[121] The implicit models were given the names of "in-house" and a "contract-out" by the Evaluator for the purposes of clarity during this Evaluation.

However, irrespective of which model or approach an entity elected to adopt, both required P-IMA expertise. The fundamental issue remains that only two individuals with a high level of P-IMA expertise currently provide consultancy services worldwide.

P-IMA Service Providers. One solution proposed by key informants to reduce the reliance on the two P-IMA Experts was to develop the capacity of entities such as not-for-profit organizations *to support other entities to use P-IMA*. The latter may be referred to as "P-IMA Service Providers". One of their roles might be to provide guidance and build capacity to mainstream P-IMA and to establish an in-house, contract-out, or other model. The rationale was that P-IMA expertise would be embedded within the P-IMA Service Provider at an organization level and therefore improve sustainability. Second, the creation of P-IMA Service Providers would expand availability of P-IMA expertise globally (key informants)

STDF is already supporting a similar process through the on-going work in Ecuador with IICA (STDF/PPG/709). The intention is that "the P-IMA framework can be applied free of charge in the Americas through its IICA technicians identified and trained in the process".[122] However, no details were provided on how this will be achieved or funded, suggesting that further planning would be beneficial. Examples of other organizations who might be potential P-IMA Service Providers, suggested by key informants, include CABI, Alliance for a Green Revolution in Africa (AGRA), and Akademiya2063[123]. CABI and AGRA have experience of using P-IMA and Akademiya2063 is familiar with P-IMA. Failing to fully investigate the potential of "P-IMA Service Providers" was a lost opportunity to harness the expertise of the two existing P-IMA Experts at a strategic level.

[122] Ecuador STDF/PPG/709 application form, p8.

[123] AKADEMIYA2063's overall mission is to create, across Africa and led from Rwanda, state-of-the art technical capacities to support the efforts by the Member States of the African Union to achieve the key goals of the agenda 2063 of transforming national economies to boost growth and prosperity. AKADEMIYA2063: The Expertise We Need. The Africa We Want

4. Conclusions

Conclusion 1: Use of the P-IMA framework has contributed significantly to improved decision-making in terms of prioritizing SPS capacity building options. P-IMA is highly versatile and was used and adapted in a variety of ways by a diverse range of organizations. Challenges in applying the framework need to be addressed if P-IMA's effectiveness is to be sustained.

The P-IMA framework is highly relevant in terms of addressing stakeholders needs for prioritizing SPS capacity building options in ways that are transparent, inclusive, accountable, and participatory. Bringing together a diverse range of stakeholders and enhancing dialogue between the public and private sector in particular has been one of the most valuable dimensions of the P-IMA work. P-IMA directly addressed the critical dilemma of where to invest limited resources in terms of improving SPS capacity. P-IMA's effectiveness in enabling stakeholders to generate priority SPS investment options that are *evidence-based* has been well demonstrated.

P-IMA has made an innovative contribution to the field of SPS capacity building because it directly links the technical aspects of SPS capacity to trade and market access and to national policy across a range of areas including poverty reduction, domestic agricultural production, and human health, and includes the cross-cutting issues of gender equality and the environment. These dimensions of P-IMA have enabled stakeholders to present the business case to decision-makers for funding SPS capacity building options, integrating these into investment plans, and for other uses.

P-IMA is versatile as demonstrated by the different purposes for which the framework has been used and adapted and the diversity of entities and organizations who have taken up P-IMA. The latter included governments and competent authorities, not-for-profit organizations, research institutes, intergovernmental organizations, and regional economic communities. STDF and stakeholder's response to the COVID-19 pandemic was effective overall and led to some innovative initiatives such as conducting the P-IMA process through a virtual format (although there are still improvements needed). The growing interest in P-IMA was also evidenced by the continued uptake of the framework by organizations on their own initiative and independently of STDF. The STDF Secretariat's high level of outreach activities and documentation of case studies and results (as far as data was available) has contributed significantly to this process. There is an opportunity for STDF to collate lessons from these organizations to further support the scaling up of P-IMA.

However, stakeholders applying the P-IMA framework faced several recurring challenges. Examples included: using the D-Sight software, selecting the most appropriate individuals for the P-IMA technical Working Groups in some cases (such as individuals with the time to engage with P-IMA work), the virtual training format, and not having sufficient skills overall to apply P-IMA independently. There is a need for STDF and stakeholders to investigate these challenges further and develop workable solutions.

Conclusion 2: P-IMA work has *contributed* to processes for improving SPS capacity and highlighted the high potential value for money from addressing SPS capacity issues.

A significant result of the P-IMA work was that over half of the SPS capacity building options generated through P-IMA were taken forward for funding, integrated into national action plans and/or used to inform organizations' strategies or national SPS investments and legislation. Over US$2.8 million[124] (in the Evaluation sample) was leveraged to implement SPS capacity building options. The total funds leveraged are likely to have been higher, but these values are unknown due to lack of data. The projected costs of implementing SPS capacity building options were a fraction of the projected export revenues. This demonstrated the huge potential value for money from investing in SPS capacity building and was influential in decision-making, according to some key informants.

There is growing evidence that P-IMA has *contributed* to improved SPS capacity and market access, based on the P-IMA work of two organizations. This trend is significant because it demonstrated links between the SPS investment options and results at an impact level (although based on limited data so far). These findings also highlight the potential benefits of addressing the challenges of the P-IMA work itself.

[124]This was for both P-IMA work supported by STDF and also organizations who used P-IMA on their own initiative without support from STDF.

Conclusion 3: The sustainability of P-IMA has not been achieved. This was linked to challenges with mainstreaming P-IMA and the training strategy used. A heavy reliance on the two global P-IMA experts remains. This presents a serious constraint for the P-IMA work in the long term.

The mainstreaming of P-IMA as Phase 1 decision-making has not yet been achieved. A key indicator of this is the fact that none of the P-IMA analyses or reports created since 2017 have been updated. One cause was insufficient planning focussed on *how* stakeholders trained to use P-MA will be enabled to reapply P-IMA. Which organization or entity would take ownership of P-IMA was not clearly defined. Another underlying cause limiting the sustainability of the P-IMA work was that the training, although of good quality, was insufficient to build the necessary skills for stakeholders overall to apply and reapply the P-IMA framework *independently* of the global P-IMA Experts. If the current training approach continues to be used then this situation is unlikely to change. When the two global P-IMA experts are no longer available to provide training and lead the application of P-IMA frameworks, this will leave a vacuum in the P-IMA expertise. The window of opportunity to use the expertise of the two global P-IMA experts to develop a more strategic approach to training is rapidly closing.

The mainstreaming of P-IMA in to Phase 2 decision making has had mixed results. The fact that over half of the SPS capacity building options were taken forward for funding, integration into national SPS plans, and so on is a promising and significant indication of P-IMA being mainstreamed into this critical phase of decision-making for some organizations. An important insight was that in order for this to happen, the organizations or entities *leading* the process needed to have the *mandate* to take up the prioritized SPS options, and the ability to *convene* relevant stakeholders and *facilitate* decision-making; in other words, to take *ownership* of P-IMA. Another key characteristic was links with donors. These characteristics already existed before organizations decided to use P-IMA. In cases where no SPS investment options were taken forward this was because no entity or organization took ownership of P-IMA. A key cause was insufficient planning on the *practicalities of how* the mainstreaming of P-IMA would be carried out[125]. There was a huge lost opportunity to pilot approaches to mainstreaming P-IMA through the COMESA project (STDF/PG/606).

The design of the PPGs and PG may also have hampered the mainstreaming of P-IMA by placing an emphasis on the P-IMA Experts leading on tasks because of the pressure to get the P-IMA framework completed as quickly and efficiently as possible. This inadvertently exacerbated the heavy reliance on the two P-IMA experts for applying the P-IMA frameworks, rather than focussing more on building skills of stakeholders to apply P-IMA by themselves. Another contributing cause was the absence of specific questions/details in the PPG and PG applications on *how* the implementing agency is intending to mainstream P-IMA (if at all). Such questions may have prompted the creation of specific activities focussed on mainstreaming P-IMA.

STDF might consider the appropriateness of continuing to provide funds through the PPGs for stakeholders to simply apply the P-IMA framework. While this approach has been valuable in supporting the uptake of P-IMA this may not be a situation that can be sustained in the long term. STDF's resources may be better invested in supporting stakeholders to mainstream P-IMA, according to key informants. Another dimension of sustainability not adequately addressed was the cost of the D-Sight software, which is paid for separately by STDF and provided free of charge to stakeholders supported through STDF PPGs and PGs. This issue was raised repeatedly by key informants as an obstacle to mainstreaming P-IMA if organizations had to bear the cost themselves. If not addressed this issue might potentially limit the more widespread scaling up of the P-IMA work.

The STDF Secretariat, and stakeholders who use P-IMA, were well aware of the challenges to the sustainability of the P-IMA work. There is a need to investigate these challenges in more depth and create practical solutions. To date STDF has taken an *operational* approach focused on applying P-IMA through PPGs, outreach activities, and building evidence of the effectiveness of P-IMA. This was appropriate. However, there is now a need for STDF and stakeholders to take stock and to adopt a *more strategic* approach aimed at improving the mainstreaming and sustainability of P-IMA. Continuing to apply the same approaches that have been used since 2015 are unlikely to address the causes limiting the mainstreaming and sustainability of P-IMA. One idea that has merit is that of enabling selected organizations to become "P-IMA Service Providers". Their role would be to support other organizations to use P-IMA. The STDF PGs offer an important opportunity to pilot new strategies such as these. There is also an opportunity to harness the support for mainstreaming P-IMA expressed at regional and continental levels, such as by the African Union Commission, COMESA and CARCIOM.

[125] Another important reason was the lack of a person championing the P-IMA work during the project's early stages. This highlighted the critical role that champions can play in the P-IMA process. The COVID-19 pandemic also delayed project activities.

Conclusion 4: Although sector-specific capacity evaluation tools were reflected in the *design* of the P-IMA framework (and P-IMA users are encouraged to use the findings of these evaluations, where available), in *practice* the synergies with sector-specific capacity evaluation tools were limited. There is buy-in amongst stakeholders for strengthening these synergies.

There are two ways in which synergies could potentially occur. One was that stakeholders who applied the P-IMA frameworks used the findings from the capacity evaluation tools to inform the P-IMA analysis. The second was to identify how the P-IMA framework could compliment specific elements/steps of a given capacity evaluation tool. Although the use of the sector-specific capacity evaluation reports is recommended when P-IMA is applied, in practice only a third of the P-IMA Reports made reference to these reports. This was partly because not all of the capacity evaluations were carried out in the countries in the Evaluation sample. There were also difficulties in obtaining the evaluation reports. At the same time, the value of capacity evaluation reports was well acknowledged by stakeholders who applied P-IMA. The P-IMA work in Madagascar (STDF/PPG/575) is a good example of how IPPC's work with the Ministry of Agriculture and Livestock and the use of findings from the PCE tool fed into the P-IMA analysis.

STDF partners who developed the capacity evaluation tools did not have sufficient knowledge of P-IMA to identify where practical synergies could be made. This was due in part to the turnover of staff amongst STDF's partners. Although the STDF Secretariat has provided multiple briefings on P-IMA at the Practitioner Group and Working Group meetings, this has not been sufficient. However, STDF partners have expressed a keen interest in learning more about P-IMA. This is a valuable opportunity for improving the *practical* synergies between P-IMA and the capacity evaluation tools. There is also a need for stakeholders who use P-IMA, STDF, and partners to investigate the challenges faced in obtaining and using the capacity evaluation reports.

Conclusion 5: Donors have played an important role in the P-IMA work to date. Although the level of engagement with donors has been moderate, there is scope to expand this engagement with a view to financing the implementation P-IMA, the SPS capacity building options generated through P-IMA, and to support the mainstreaming and sustainability of P-IMA.

In particular, donors have played an important role in supporting organizations who have applied P-IMA on their own initiative. This has included financing both the application of the P-IMA framework and capacity building options generated through the P-IMA process. However, limited engagement with donors in other P-IMA work, such as that of COMESA (STDF/PG/606), was a lost opportunity to secure funds for SPS investment options.

STDF has the scope to increase engagement with financial institutions such as the World Bank and regional development banks who may also be in a position to make longer term investments, for instance supporting the mainstreaming of P-IMA into national decision-making processes. This may include facilitating dialogue between users of P-IMA and donors. This would also support STDF to take a more *strategic* approach to their P-IMA work.

Although some insights were gathered through this Evaluation these were limited due to challenges with securing interviews with relevant key informants from donor agencies. There was little information and lessons on *how* organizations who have applied P-IMA on their own initiative had secured donor support for their P-IMA work. Such lessons would be valuable for increasing donor engagement.

Conclusion 6: STDF outreach work on P-IMA has contributed to increased awareness of P-MA and the value of investing in SPS capacity building. The STDF MEL process has provided a good overview of the P-IMA work. However, insufficient data is being collected to provide more comprehensive evidence to demonstrate the contribution of P-IMA to improved decision-making and SPS capacity.

The current MEL process provides a broad range of data that includes which entities have applied the P-IMA framework and for what purpose. Useful case studies and examples were also provided on the outcomes from taking prioritized SPS capacity building options forward, for example for funding and implementation. However, in other cases there are data gaps in this aspect of the monitoring making it difficult at times to show the links between the SPS capacity building options generated through P-IMA and the results being reported. This was important because the data gaps reduced the evidence of the *contributions* of P-IMA to SPS capacity outcomes. Such evidence would be useful to support the promotion and scaling of P-IMA and for stakeholders deciding

whether or not to use the P-IMA framework. Progress in mainstreaming P-IMA was hindered by insufficient monitoring to identify and address key challenges.

Although STDF has made concerted and successful efforts at sharing lessons, these lessons have tended to focus on successes. Less attention was paid to highlighting 'typical challenges' faced when applying a P-IMA framework and how to address these. This is problematic because it is a lost opportunity to improve the effectiveness of P-IMA, for instance, when applying the P-IMA framework using a virtual format. These challenges and how stakeholders may have solved them were not adequately identified by STDF. Such data would be invaluable for lesson learning and developing good practices. As the scaling and adaptation of P-IMA continues it will become increasingly important to provide practical, evidence-based strategies to support stakeholders.

One of the challenges with obtaining sufficient and accurate data was due to limited human resources in the STDF Secretariat to track results *after* the completion of PPGs and PG. Another challenge was accessing data on follow-up to P-IMA applications carried out by users independently of the STDF. A third challenge was a lack of clarity between the STDF Secretariat and organizations supported through the PPGs and PG on the roles and responsibilities for monitoring the P-IMA work. Fourth, the absence of a question on the PPG and PG application forms related to how MEL processes will be carried out and by whom, may have been another contributing factor. There is scope for STDF to improve the monitoring of P-IMA's use.

5. Recommendations

The following recommendations were made for STDF's consideration.

Recommendation 1. **STDF to create an integrated strategic plan for the P-IMA work that focusses on improving the sustainability of P-IMA, in collaboration with stakeholders.**

1.1 The STDF Secretariat review the Evaluation findings, recommendations, and implications for the P-IMA work. Create a brief action plan for how STDF will adopt a strategic approach for taking the P-IMA work forward. This may involve changing the focus of some activities. Consider strategic questions such as:

- To what extent should STDF continue to support the application of P-IMA through PPGs?
- How may STDF resources be best used to take the P-IMA work forward?
- What is the scope for STDF to support the piloting of initiatives to strengthen the sustainability of P-IMA through PGs?

Invite the two global P-IMA Experts into the activities listed under the recommendations below as they can provide invaluable insights and guidance.

1.2 Hold a strategic planning workshop to agree on a process for addressing the Evaluation findings. The participants would ideally include the following: STDF Secretariat, representatives of the P-IMA working Group, selected members of the P-IMA practitioner group, a cross section of stakeholders involved in national level P-IMA work including from the public and private sectors, donors, STDF partners, organizations who have applied P-IMA on their own initiative, and other relevant groups. Engage a professional facilitator to help design and facilitate the workshop. Topics and questions that may be explored in the workshop include:

- Present the Evaluation findings and recommendations,
- What are the implications of the findings and recommendations for the P-IMA work?
- What are the main dimensions of P-IMA that need to be addressed? Identify key action areas, for instance, sustainability, mainstreaming, training strategy, synergy with sector-specific capacity evaluation tools, donor engagement, MEL, and so on.
- How can these action areas be addressed in broad terms? For example,
    - How can the mainstreaming of P-IMA be improved?
    - Is the idea of creating "P-IMA Service Providers" a viable option? What might their remit be? Which organization(s) would be willing to pilot this?
    - How can the monitoring of the P-IMA work be strengthened? What might be the roles and responsibilities of STDF and organizations implementing P-IMA?
    - For each action area, how would this be financed?
    - What is the best way to pilot these ideas and action areas?
- There is no need to develop implementation details at this stage because each action area will need its own detailed plan, to be developed at a later stage.

Improving the sustainability of P-IMA will likely involve several interrelated action areas. These are presented below and include: how to mainstream P-IMA (Recommendation 2); a new training programme building on the current training materials (Recommendation 3); pilot the idea of "P-IMA Service Providers" (Recommendation 4); increase engagement with donors and financial institutions (Recommendation 5); improve the synergy of P-IMA with sector-specific capacity evaluation tools (Recommendation 6). Other action areas identified by the workshop participants may be added.

The output of the workshop would be a broad strategy for taking the P-IMA work forward that outlines the action areas agreed by participants, who will lead on each action area, how each action area might be financed, a timeline, and next steps.

Recommendation 2. **Pilot ways to improve the mainstreaming of P-IMA into Phase 1 and into Phase 2 SPS related decision-making at a national level. Consider doing this through one or two potential PGs in different regions.**

Pilot approaches to the mainstreaming of P-IMA at a national and regional levels. This might include the current P-IMA work being carried out in CARICOM, re-engaging with the P-IMA work in COMESA, and other countries.

Engage an organizational change expert to support the process (with a relevant background in agriculture, food processing, trade, social sciences). Key elements of the piloting process to consider include:

- Create a detailed plan for *how* the mainstreaming process will take place
- Focus the mainstreaming at a country level
- Identify an entity/organization at national level who will take ownership of P-IMA
- Suitable entities would likely include representatives from the public and private sectors as well as other relevant stakeholders
- Consider entities such as the National SPS Committees, EIF National Implementation Units, and other suitable entities
- Select entities that have the following characteristics, or have the potential to develop these characteristics -
    - the mandate, processes, and resources to coordinate the application and reapplication of P-IMA frameworks as Phase 1 decision-making, including proving guidance and support to the individuals who become P-IMA facilitators
    - have links with decision-makers to take priority SPS investment options forward into Phase 2 decision-making
    - have links with donors and financial institutions to potentially fund the SPS investment options and support the application of P-IMA
- Identify and draw on the experiences and lessons from the P-IMA mainstreaming work in Uganda through PACIED and MAAIF[126]
- Create a realistic budget and funding source for the on-going work of the entity who takes ownership of P-IMA
- Integrate a new training programme for P-IMA Facilitators as outlined in Recommendation 3 below
- Create a suitable selection process for individuals who are trained to become new P-IMA Facilitators, considering factors such as the time to carry out P-IMA work periodically. Note that it is not necessary that all members of a P-IMA technical Working Group need to become 'new P-IMA Facilitators'
- For the P-IMA technical Working Groups include a person with a social sciences background, alongside a cross section of SPS technical expertise and economics
- Establish a MEL process with defined roles and responsibilities of STDF and lead organizations for lesson learning that can be disseminated to support other stakeholders to mainstream P-IMA.

Revise PPG and PG application forms to obtain more in-depth information on how applicants intend to mainstream P-IMA and ensure the sustainability of P-IMA after the end of STDF's support (if this is their intention).

Recommendation 3. Develop and implement a training programme that contributes to the sustainability of P-IMA and eliminates reliance on the global P-IMA Experts. Consider doing this as part of a potential STDF PG.

Expand on the existing training materials to develop a new training strategy with a programme that enables participants (new 'P-IMA Facilitators') to apply and reapply the P-IMA framework independently of the two global P-IMA Experts. To achieve this the training programme needs a strong coaching element and enough practice for participants to become fully competent and confident to use P-IMA. In addition, create a new Module on *how to train and facilitate*. These additional skills are needed for the new P-IMA Facilitators to be fully competent to lead a P-IMA framework including the training of the technical Working Groups.

Engage a capacity building and training specialist (who also has a relevant technical background) to work with the P-IMA Expert(s) (if available and willing to be involved) to develop the new training programme. The aim would be that the current P-IMA Experts, rather than taking a leading role in the application of a P-IMA framework, would focus primarily on building the capacity of P-IMA users to apply P-IMA themselves. The new training programme as a minimum would include the following four stages:

1) Begin by training the new P-IMA Facilitators using the existing Facilitators Handbook
2) The first P-IMA framework is led by a P-IMA Expert with the new P-IMA supporting the process. The P-IMA Expert demonstrates all key tasks and provides coaching to the new P-IMA Facilitators

[126] National SPS Committee under the Presidential Advisory Committee on Exports and Industrial Development (PACEID) in collaboration with the Ministry of Agriculture Animal Industry and Fisheries (MAAIF) in Uganda

3) The new P-IMA Facilitators attend the course on how to train and facilitate, and a deepening on other elements of P-IMA such as using D-Sight, and finally
4) A second P-IMA is applied, this time led by the new P-IMA Facilitators with the P-IMA Expert in the background whose sole role would be to provide coaching to help the new P-IMA facilitators to solve problems themselves, rather than solve problems for them.

The training programme would be part of the P-IMA mainstreaming strategy (Recommendation 2 above), and the wider initiatives to strengthen the sustainability of P-IMA. For instance, in order for the new 'P-IMA Facilitators' to apply and reapply P-IMA they need to be supported by and/or embedded within an organization that has the mandate and resources to apply P-IMA with stakeholders. This means that the organization is mainstreaming and has ownership of P-IMA. Ideally these structures would be in place *before* new P-IMA Facilitators are trained.

Attention should be given to the selection of the new 'P-IMA Facilitators' and include individuals who have the time and relevant background to carry out all the tasks as P-IMA is implemented. Key informants have suggested that including the role 'P-IMA Facilitators' as part of an individual's job description may facilitate this.

Establish a MEL process with defined roles and responsibilities of STDF and lead organization, with a strong focus on collecting data for lesson learning to improve the training. Monitor change in skills and knowledge of trainees.

Recommendation 4. Pilot a "P-IMA Service Providers" approach with a not-for-profit organization who has expressed an interest. Consider this as part of a potential STDF PG.

The objective of establishing "P-IMA Service Providers" would be to increase the sustainability of P-IMA by reducing the reliance on the two global P-IMA Experts. Engage an organizational change and capacity building specialist to support the process (who also has a relevant technical background). Consider the following:

- Identify one or two potential organizations who could pilot and become P-IMA Service Providers, such as CABI in Africa, IICA and/or CAHFSA in the CARICOM region. The organizations considered should already have participated in the application of at least one P-IMA framework.
- Create a detailed plan for *how* these organizations will become "P-IMA Service Providers".
- Identify what P-IMA services would be provided; for example, implementing P-IMA frameworks for other organizations, guidance on how to mainstream P-IMA, training new P-IMA Facilitators
- Create a training programme to build the capacity of the P-IMA Service Providers. This should include and expand on the training for the new P-IMA Facilitators, with additional relevant topics.
- Identify how the work of the P-IMA Services Providers will be funded, for instance would the P-IMA Services Providers charge a fee for their services?
- Establish a MEL process with defined roles and responsibilities of STDF and lead organizations for lesson learning and good practices to improve the "P-IMA Service Providers" approach (if successful).

Recommendation 5. STDF expand their outreach activities and engagement with donors and financial institutions who may support the implementation of P-IMA frameworks, the financing of priority SPS investment options, and mainstreaming P-IMA.

STDF consider the following activities to bring more donors and financial institutions into the P-IMA work:

- Target more of STDF's outreach activities to donor and financial institutions to increase the awareness of P-IMA amongst these actors, such as the World Bank and regional financial institutions
- Increase engagement with donors and financial institutions to support the implementation of P-IMA frameworks, financing of priority SPS investment options, and to build on the momentum of organizations taking up P-IMA on their own initiative
- Facilitate dialogue between donors and financial institutions and organizations using P-IMA
- Implement the recommendations of key informants for advancing COMESA's P-IMA work including the funding of priority SPS investments, for instance:
    - Build on the links facilitated by EIF between development partners, donors, and government authorities such as the World Bank and the Ministry of Trade in Malawi
    - Build on interest in using the findings of the P-IMA analysis in donor-supported regional programmes such as the 'Southern Africa Trade Connectivity Project'.
    - Add P-IMA to the agenda of a future in-country donor trade (or agriculture) coordinating committee meeting so that donors are aware of how P-IMA was used in countries.

Recommendation 6. Strengthen the practical synergies between P-IMA and the sector-specific capacity evaluation tools including how these tools can use P-IMA as part of their processes, and how P-IMA users can better access and easily interpret the capacity evaluation reports.

Build on the interest of STDF partners to learn more about P-IMA and improve the synergies between P-IMA and the sector-specific capacity evaluation tools. Consider the following activities to implement this:

- Facilitate a workshop with STDF partners and a cross section of stakeholders who have used P-IMA. The latter's experiences, insights, and practical challenges in obtaining the capacity evaluation reports and/or using the findings from the reports would be essential to the process.
- Provide an in-depth briefing on the elements of P-IMA.
- Familiarize workshop participants with the sector-specific capacity evaluation tools, as necessary.
- Identify *practical* areas of synergy, for instance how the P-MA framework might be used to assist in the planning phase of a tool, and how the findings from capacity evaluation reports can be easily synthesized for the P-IMA information cards (Step 4 of P-IMA).
- Create guidance materials on *how to* increase practical synergy between P-IMA and the sector-specific capacity evaluation tools.
- Facilitate new in-country collaborations between STDF partners and stakeholders who use P-IMA.
- Establish a process with defined roles and responsibilities of STDF and lead organization to monitor the use of capacity evaluation reports in the application of P-IMA frameworks. Disseminate key lessons.

Modify the STDF PG and PPG application forms for the support of P-IMA work to include a question on which, if any, sector-specific capacity evaluations have been carried out and whether the evaluation reports are available in the public domain.

Recommendation 7. Strengthen the STDF MEL processes in collaboration with stakeholders to gather more comprehensive data on how priority SPS investment options are taken forward, value of funds leveraged, contributions to SPS capacity and market access. Increase resources for the Secretariat's MEL activities in the knowledge workstream.

MEL processes have an important role to play in all dimensions of the P-IMA work, as highlighted in some of the recommendations above. In addition to these, it is recommended that the STDF Secretariat consider the following:

- Build on the support for MEL expressed by stakeholders to develop joint MEL processes.
- Create a MEL plan with organizations supported through STDF PGs and PPGs that includes what aspects of the P-IMA work will be monitored, how and by whom, with agreed roles and responsibilities (that remain within the remit of the STDF Secretariat) and includes on-going monitoring *after* a P-IMA has been completed and/or a PPG and PG has closed (for example how prioritized SPS investment options were taken forward).
- Increase the data collection on *how each* prioritized SPS investment option for a P-IMA was taken forward (building on the Excel sheets developed in this Evaluation), and improved SPS capacity and market access. Aim to gather evidence that demonstrates the *contributions* of P-IMA and links between prioritized SPS investment options and results at outcome and impact levels.
- Include the costs of MEL in all PGs.
- Expand the lessons learned to include common challenges faced in the P-IMA work and how these can be addressed, drawing on case studies of P-IMA users. Also include initiatives that have not worked as well as expected and the reasons for this.
- Create a simple user-friendly portal on the STDF website where signed-up members can enter data about their P-IMA work.
- Increase the Secretariat's resources for MEL work under the STDF knowledge workstream.

Revise PPG and PG application forms to include more in-depth information on how applicants intend to monitor and evaluate the P-IMA work including lessons learned, and how these will be communicated these to relevant stakeholders.

Annexes

Annex 1. Organizations that took part in the Evaluation

Organizations/entities who have applied or are in the process of applying the P-IMA framework and took part in the Evaluation (including those who received funding support from STDF to apply P-IMA and those who applied P-IMA on their own initiative).

Lead organization	Title	STDF Support for P-IMA or Own Initiative	Number of P-IMA frameworks applied	Dates and status
COMESA	Mainstreaming SPS capacity building into the Comprehensive Africa Agriculture Development Programme (CAADP) and other national policy frameworks. P-IMA was applied in Ethiopia, Kenya, Malawi, Rwanda, Uganda. *STDF budget: US$221,025* *EIF budget: US$207,400* *COMESA in-kind contribution: US$74,000*	STDF/PG/606	5	2018-2022 Completed
Ministry of Agriculture and Livestock, Madagascar	Prioritizing SPS investment in Madagascar. *STDF budget: US$50,000*	STDF/PPG/561	1	2017-2018 Completed
Science Technology and Policy Research Institute, Council for Scientific and Industrial Research (CSIR-STEPRI)	Supporting implementation of the National Policy for Aflatoxin Control in Feed and Food using the P-IMA framework in Ghana *STDF budget: US$43,000*	STDF/PPG/786	1	2022 Completed
Inter-American Institute for cooperation on Agriculture (IICA)	Applying the P-IMA tool in Ecuador *STDF budget: US$48,591*	STDF/PPG/709	-	2020 on-going
Caribbean Agricultural Health and Food Safety Agency (CAHFSA)	Piloting the use of P-IMA in the CARICOM region (Belize, Dominica, Guyana, Jamaica, Suriname, St Lucia, St Kitts, and Nevis). *STDF budget: US$40,450*	STDF/PPG/733	-	2021 on-going
Swisscontact	Apply P-IMA framework to prepare a project proposal to address key SPS challenges affecting the export potential of selected agricultural and fisheries products in Bangladesh. *STDF budget: US$49,995*	STDF/PPG/831	-	2023 on-going
Belize Agricultural Health Authority (BAHA)	Strengthening the phytosanitary system in Belize.	STDF/PG/365	1	2012 Completed

	STDF budget: US$30,000			
International Livestock Research Institute (ILRI)	Better Enforcement of Standards for Safer Trade (BESST) feasibility study. Greater Horn of Africa and Arabian Peninsula	Own initiative	1	2019 Completed
Winrock International	Building Safe Agricultural Food Enterprises (B-SAFE), Philippines.	Own initiative	1	2021 Completed
Bahamas Agricultural Health and Food Safety	Bahamas Agricultural Health and Food Safety (BAHFSA).	Own initiative	1	2020 Completed
TradeMark Africa	P-IMA frameworks were applied in Burundi, Kenya, Malawi, South Sudan, Tanzania, Uganda. This took place in one regional workshop.	Own initiative	6	2021 Completed
Total			**20**	

Annex 2. Methodology

Annex 2.1 Methodology Matrix

The Methodology Matrix presents the Evaluation questions and sub-questions, indicators, and primary and secondary data collection tools.

Evaluation questions and sub-questions	Indicators	Primary data	Secondary data
RELEVANCE – T***o what extent did the objectives and design of P-IMA respond to the needs of stakeholders for an effective and efficient decision-making process for prioritizing SPS capacity building options?***			
1. To what extent were the decision-making challenges and needs of stakeholders for prioritising SPS capacity building options identified? 2. To what extent did the design of the P-IMA framework address stakeholders' need to prioritise SPS capacity building options, and in a way that was transparent, accountable, and inclusive?	Range of stakeholders' views on the relevance of the other SPS capacity assessment tools recommended in the P-IMA Framework. Range of challenges related to SPS decision-making mentioned in STDF and stakeholders' documentation. Alignment between challenges related to SPS decision-making and feh design of the P-IMA framework.	SSIs with cross-section of relevant stakeholders.	Critique of the P-IMA aims, intended results in the P-IMA Guidelines (2016, 2023), STDF documents. Critique of PPG and PG application forms. Critique of documentation on the 2013 workshop organized by STDF.
COHERENCE - ***To what extent was STDF's P-IMA work aligned with SPS capacity evaluation tools, national programming of government and donors, cross-cutting issues and STDF's theory of change and results framework?***			
3. To what extent was the design of the P-IMA aligned with capacity evaluation tools? 4. To what extent were the findings from capacity evaluation tools used when P-IMA frameworks were applied in practice? 5. To what extent were cross-cutting issues of gender and the environment integrated into the P-IMA framework? 6. To what extent was the P-IMA framework aligned with STDF's and theory of change? 7. To what extent was the P-IMA framework aligned with the national programming of governments and donors?	Range of SPS capacity assessment tools and processes designed into the P-IMA Guidelines. Proportion of P-IMA reports that contained data from other SPS capacity assessments. Cross-cutting issues designed into the P-IMA Framework. Basis of updates to the P-IMA Framework Guidelines and training materials. Proportion of P-IMA Reports that include data on cross-cutting issues. Range of interlinkages and synergies, reported by stakeholders, between STDF's work on P-IMA and their collaboration with partners such as WOAH, FAO, WHO, IICA, IPPC.	SSIs with cross-section of relevant stakeholders.	Critiques of STDF PPG and PG documents; and project reports. Critique of P-IMA Reports. Critique of the constructed results framework for the P-IMA work and the STDF Theory of Change, Results Framework (Annex 4.3).

Evaluation questions and sub-questions	Indicators	Primary data	Secondary data
	Alignment of the constructed P-IMA results framework and Similarities and differences between the constructed results framework for the P-IMA (Annex 2.3) and the STDF Theory of Change and Results Framework.		
EFECTIVENESS - To what extent were the *objectives* of STDF's work on P-IMA achieved including the objectives of stakeholders who used P-IMA?			
8. To what extent did the application of the P-IMA framework address stakeholder' needs for a transparent, accountable, and inclusive process? 9. To what extent did the practical application of the P-IMA framework generate evidence based SPS capacity building options 9Phase 1 decision making)? What factors enabled and hindered the application of the P-IMA framework? 10. To what extent were stakeholders confident in the SPS priorities generated? 11. To what extent were prioritised SPS capacity building options integrated into plans, strategies, investment frameworks, and funding proposals? 12. To what extent has the P-IMA framework been adapted and how successful were these adaptations?	Level of transparency and accountability, and dialogue between stakeholders for the P-IMA frameworks applied, as scored by stakeholders on a scale of 1 to 10. Range of factors that enabled and hindered the application of the P-IMA framework. Range of ways in which the P-IMA Analysis were taken forward into decision-making at outcome level. Confidence levels of stakeholders in the SPS capacity building options generated scored on a scale of 1 to 10, and the factors that affected their level of confidence. Range of views of stakeholders (including the trainers themselves) on the content and methodology of the P-IMA training they received. Range of stakeholders who participated in the P-IMA Framework process compared to those recommended in the P-IMA Framework Guidelines. Percentage of P-IMAs that were adapted as they were applied. Range of reasons for adaptions and results of modifications. Range of factors influenced the interest in and take up of P-IMA by stakeholders.	SSIs with cross-section of relevant stakeholders. Observation of P-IMA training sessions. Critique of supporting evidence requested from stakeholders.	Critique of STDF annual reports, evaluations, stories in which evidence of results was presented. Critique of STDFs MEL results data. Critique of how P-IMA analysis (prioritised capacity building options) were taken forward into decision making. Critique of stakeholders' P-IMA Reports against the P-IMA Framework Guidelines. Critique of P-IMA Facilitation Guide and training materials. Critique of P-IMA Reports and documents from organisations who used P-IMA on their *own initiative*.
EFFICIENCY - *How well were the resources invested in the application and coordination of work on P-IMA used?*			
13. To what extent has STDF's work on P-IMA been cost-effective in contributing to more effective decision-making using the P-IMA framework? 14. To what extent has the STDF Secretariate promoted and raised awareness about the P-IMA work?	Estimated STDF Secretariate staff time to carry out their remit for the P-IMA work annually. Achievement of STDF's objective to establish a pool of P-IMA facilitators able to who can apply the P-IMA framework independently of the existing "P-IMA experts". Number of outreach activities including trainings and publications by the STDF Secretariate related to P-IMA.	SSIs with cross-section of relevant stakeholders.	Critique of STDF PPG and PG funding documents and P-IMA Reports. Critique of P-IMA reports from organisations who received STDF funding support to apply P-IMA.

Evaluation questions and sub-questions	Indicators	Primary data	Secondary data
15. To what extent were relevant planning and MEL processes used in the coordination and management of STDF's P-IMA work?	References to P-IMA In publications beyond STDF and WTO. Effectiveness of actions taken by the STDF Secretariat in response to challenges, risks and change in context.		Critique of stakeholders' documentations showing adaptions of the P-IMA process.
IMPACT - *To what extent has P-IMA contributed to structural changes in stakeholders' decision-making for prioritizing SPS capacity building options (investments)?*			
16. To what extent were SPS capacity building options funded and contributions made to legislative change, improved SPS capacity, and trade? 17. To what extent has P-IMA been mainstreamed as Phase 1 of decision-making related to SPS capacity building? 18. To what extent did the P-IMA work contribute to structural changes in Phase 2 of decision-making so that prioritized SPS capacity building options are taken forward in open and transparent ways? 19. To what extent has the scaling up of the P-IMA framework begun?	Percentage of P-IMA frameworks that were reapplied/ updated. Range of structural changes in decision-making for resource allocation for SPS capacity building across different organisations/entities. Range of adaptations to the P-IMA and proportion of these that were successful. Factors that enabled and hindered structural change in decision-making related to SPS Investments.	SSIs with cross-section of relevant stakeholders. Documentary supporting evidence requested from stakeholders + critique.	Critique of STDF PG and PPG documents with information on the outcomes from taking priority SPS capacity building options forward into final decision making. Critique of supporting evidence, such as national SPS plans, stakeholders publications and reports.
SUSTAINABILITY - To what extent are the results of STDF's work on P-IMA and stakeholders use of P-IMA likely to continue in the long term?			
20. To what extent has the P-IMA analysis (prioritised SPS investment options) been updated? 21. To what extent was existing P-IMA expertise used to build sustained capacity of stakeholders to implement their own P-IMA frameworks? 22. To what extent were alternative models for applying the P-IMA framework for increasing the sustainability of the P-IMA work considered by STDF?	Percentage and types of organisations who have implemented the P-IMA framework more than once since 2015 independently of the "P-IMA experts". Proportion of individuals who report that they have sufficient skills to apply the PIMA framework independently of the existing "P-IMA experts". Alignment of the current training strategy with the objectives of stakeholders being able to apply the P-IMA framework were expected to apply new knowledge and skills. Factors enabling and hindering efforts to enable stakeholders to use the P-IMA framework existing "P-IMA experts". Comparison between different modules used by stakeholders to build capacity in the use of P-IMA.	SSIs with cross-section of relevant stakeholders. Documentary supporting evidence requested from stakeholders + critique.	Critique of the P-IMA Guidelines, Facilitators' manual, and training materials; and STDF PG and PPG documents. Critique of P-IMA reports.

Annex 2.2 Stakeholders who participated in the Evaluation.

NAME	ORGANIZATION
Ahmad Mukhtar	FAO
Eleonora Dupouy	FAO
Giovanna Sartori	FAO
Sungmyung Bae	WHO
Gillian Mylrea	WOAH
Barbara Alessandrini	WOAH
Jennifer Lasley	WOAH
Christopher Worrell	Bahamas Agricultural Health and Food Safety Authority
Delilah Cabb	Belize Agriculture Health Authority
Isaac Gokah	AGRA
Daniel Njiwa	AGRA
MaryLucy Oronje	CABI, Kenya
Lorna Migiro	CABI, Kenya
Andrew Edewa	TradeMark Africa
Elizabeth Nderitu	TradeMark Africa
Anne Nambooze	TradeMark Africa
Spencer Henson	University of Guelph, Canada
Lorena Medina	Inter-American Institute for Cooperation on Agriculture (IICA)
Jaime Romero	Inter-American Institute for Cooperation on Agriculture (IICA)
Horrys Friaca	Inter-American Institute for Cooperation on Agriculture (IICA)
Juliet Goldsmith	Caribbean Agriculture Health and Food Safety Agency (CAHFSA)
Rose Omari	Council for Scientific and Industrial Research, Science and Technology Policy Research Institute, Ghana
Stephen Odongo Ojunga	Meru Greens, Kenya
Stanley Mworia	Aquacultural Association of Kenya
Christine Kalui	Kenya Bureau of Standards
Phyllis W. Githaiga	Kenya Plant Health Inspectorate Service (KEPHIS)
Martha Byanyima	TRASE, Land O Lakes Venture 37 (Kenya)
Gerald Musyoki Nyumu	Land O' Lakes Venture 73 (Kenya)
John Fluki Owinoo	Veterinary services, Kenya
Mary Mburu	Farmers Choice, Kenya
Ramon Clarete	Winrock International, The Philippines
Renzi Frias	Consultant, Philippines

Babacar Samb	Bioscope, Senegal
Zaza Randriamiarana	Consultant, Madagascar
Alex Mukasa	Ministry of Agriculture, Animal Industry and Fisheries, Uganda
Charles Oberu	Ministry of Agriculture, Animal Industry and Fisheries, Uganda
Brenda Kisingiri	Ministry of Agriculture, Animal Industry and Fisheries, Uganda
Archileo Kaaya	Makerere University, Uganda
Maria Bizamana	Presidential Advisory Committee on Exports and Industrial Development (PACEID), Uganda
Ketra Nakayenga Kintu	Ministry of Trade, Uganda
Rehema Meeme	Uganda National Bureau of Standards
Patricia Bageine Ejalu	Uganda National Bureau of Standards
Ruth Awio	Uganda National Bureau of Standards
Harriet Nabirye	Grain Council of Uganda
Mshuka Kamwela	COMESA
Bénédicte Werner	COLEAD
Victoria Becker	USDA
Gerald Turnbull	USDA
Georgina Mugerwa	Enhanced Integrated Framework (EIF), Uganda
Peter Donelan	EIF Secretariat
Frank Buizer	Government of the Netherlands (Uganda)
Nadina Cannata	European Union (Uganda)
Martina Akello	Swisscontact (Uganda)
Pablo Jenkins	STDF
Melvin Spreij	STDF
Marlynne Hopper	STDF
Aichetou Ba	STDF
Roshan Khan	WTO
Razik Fazle	Swisscontact, Bangladesh
Sakib Khaled	Swisscontact, Bangladesh
Ahsan Ullah	National Horticulture Expert/Consultant, Bangladesh
Ravi Khetarpal	Asia-Pacific Association of Agricultural Research Institutions
Jewel Rana	Ministry of Agriculture, Bangladesh
Majbahul Islam	Swisscontact, Bangladesh
Abdulla Al Madani	Bangladesh

Annex 2.3 Selection of case studies in the Evaluation sample

Criteria used to select the P-IMA case studies

Criteria	Categories
Country status	Least developed country (LDC) / non-LDC
Regions	Africa / Asia /Latin American and the Caribbean
Type of organization that led on P-IMA	Government / Inter-governmental / Non-profit / Research Institute / STDF Partners / Typical donors
How P-IMA was financed	STDF / Co-financed with STDF / Own Initiative
Sector and/or issue	Food safety / animal health / plant health / specific SPS issue
Mode of P-IMA training	In-person / Virtual / Hybrid
How P-IMA was applied	Standard, using P-IMA Guidelines / Modified P-IMA
Types of outcomes from taking the prioritized SPS capacity building options forward (using the P-IMA analysis in the P-IMA Reports).	Advance policy / Advanced national or regional SPS plans and strategies / Secured funding for SPS capacity building

In-depth and lighter case studies selected for the Evaluation

In-depth case studies - with evaluation mission travel to Kenya and Uganda	Lighter, targeted case studies - virtual interviews
COMESA (STDF/PG/606) project co-funded by STDF and EIF. P-IMA applied in five countries (Ethiopia, Kenya, Malawi, Rwanda, Uganda).	***Use of P-IMA framework supported through STDF Grants–*** ▪ STDF/PPG/365 - Strengthening phytosanitary system in Belize ▪ STDF/PPG/561 - Prioritizing SPS investment in Madagascar ▪ STDF/PPG/707 - Applying P-IMA in Ecuador ▪ STDF/PPG/733 - Piloting the use of P-IMA in CARICOM region ▪ STDF/PPG/786 - Supporting implementation of the National Policy for Aflatoxin Control in Feed and Food using the P-IMA framework in Ghana ▪ STDF/PPG/831 – Applying P-IMA in Bangladesh ▪
TradeMark Africa (own initiative). One regional workshop where six P-IMA frameworks were applied for six countries (Burundi, Kenya, Rwanda, South Sudan, Tanzania, Uganda).	***Use of P-IMA framework through stakeholders' own initiatives –*** ▪ International Livestock Research Institute (ILRI). Better Enforcement of Standards for Safer Trade (BESST) feasibility study. Greater Horn of Africa and Arabian Peninsula ▪ Winrock International. Building Safe Agricultural Food Enterprises (B-SAFE), Philippines ▪ Bahamas Agricultural Health and Food Safety (BAHFSA).

Two countries (Kenya and Uganda) were selected for the in-depth case studies because together they provide experience of using P-IMA in a variety of ways. Both the COMESA (STDF/PG/606) and TradeMark Africa's P-IMA work focused on SPS issues affecting agri-food trade. TMA applied the P-IMA framework on their own initiative without the support of STDF, whereas the COMESA P-IMA work was supported by an STDF grant (co-financed with EIF). Initially a third country visit was planned for Bangladesh to explore the P-IMA work led by Swisscontact (STDF/PPG/831). However, this was not possible due to timing and logistical challenges. Bangladesh was selected as the in-country case study because a P-IMA is currently being applied. It was anticipated that this would be an opportunity to engage with stakeholders and gather observational and interview data on the early stages of the P-IMA process. However, data on the use of P-IMA in Bangladesh was collected through virtual interviews and observation of a virtual workshop and training sessions.

Annex 2.4 Documents reviewed in the Evaluation

African Union, 2023 Year of Accelerated Implementation of the African Continental Free Trade Area (AfCFTA) Learning Event to Promote Harmonized SPS Policies and Capacities in Africa Key Messages and Call to Action (30-31 March 2023).

African Union, 2017. Brief for the STDF Working Group, 20-22 March 2017, Geneva, Switzerland, Information from the African Union.

AGRA/STDF, 2023.Driving safe food trade in the midst of a food crisis in Africa a critical step for the success of the AFCFTA. Policy Brief by the Food Trade Coalition for Africa and the STDF.

AGRA, 2022. Prioritizing Ghana's aflatoxin policy implementation plan using P-IMA. Report prepared under STDF/PPG/786).

BAHA, 2020. Belize Agricultural Health Authority Act Chapter 211, Revised Edition 2020 showing the Substantive Laws as at 31 December 2020.

BAHA, 2022. Belize Agricultural Health Authority (Poultry Health) Regulations.

BAHFSA, 2020. P-IMA Progress Report (October 2020) by Bahamas Agriculture Health and Food Safety Authority.

Barbara Wieland, 2020. PowerPoint slides on Better Enforcement of Standards for Safer Trade in Livestock and Livestock Products Across the Red Sea: Feasibility study for a joint Horn of Africa-Arabian Peninsula initiative.

COMESA, 2022. Trade facilitation and food safety: best practices from COMESA. PowerPoint presentation by Dingiswayo Shawa, 10 June 2022.

COMESA, 2023. Final STDF project report (STDF/PG/606)

COMESA, undated. Using Evidence to Prioritize SPS investments in Rwanda: Policy Brief. Prepared under STDF/PG/606.

COMESA, undated. Using Evidence to Prioritize SPS investments in Uganda: Policy Brief. Prepared under STDF/PG/606.

EIF/STDF, 2016. Enhancing SPS capacity to promote trade for development in least developed countries: A review of diagnostic trade integration studies. Study by Ambra Gobena for the EIF and STDF.

Getaw Tadesse and Fatima Olanike Kareem, 2023. The high cost of complying with Sanitary and Phytosanitary Standards (SPS) in Africa. Article on Agrilinks (6 April 2023) by Getaw Tadesse and Fatima Olanike Kareem Akademiya2063.

IFC, 2022. IFC Scan Guide: Policy and regulatory dimension of food safety, food fortification, food loss and waste, livestock production (animal welfare and use of antibiotics). International Finance Corporation (IFC).

Nathan Associates, 2019.External evaluation of the Standards and Trade Facility (STDF).

OIE/ILRI/CGIAR, 2020. Better enforcement of standards for safer trade in livestock and livestock products across the Red Sea: Feasibility study for a joint Horn of Africa-Arabian Peninsula initiative report. By Nadhem Mtimet, Delia Grace, Barbara Wieland, Theodore Knight-Jones, Francis Wanyoike, Karl Rich, Brian Perry, Henry Kiara, Festus Mutai and Peter Ballantyne.

STDF application forms: STDF/PG/606 COMESA; STDF/PPG/575 Madagascar; STDF/PPG/709 Ecuador; STDF/PPG/733 CARICOM; STDF/PPG/786 Ghana; STDF/PPG/831 Bangladesh; STDF/PG/365 Belize.

STDF, 2011. SPS-related capacity evaluation tools: An overview of tools developed by International Organizations.

STDF, 2013. Summary of the STDF workshop to review work on the use of the Multi-Criteria Decision Analysis (MCDA) tool to prioritize SPS capacity building options.

STDF, 2016. P-IMA Guide: Prioritizing SPS Investments for Market Access (P-IMA). A framework to inform and improve SPS decision-making processes. Produced for the STDF by Spencer Henson.

STDF, 2018. Driving Safe Trade Solutions Worldwide Supporting farmers, processors, and traders in developing countries to access global markets. STDF Results Book.

STDF, 2018. Beyond Results: Learning the lessons from STDF Projects. External meta-evaluation of project impact evaluations by Jens Andersson for the STDF.

STDF, 2019. Driving better decision-making: Prioritizing SPS investments for market access (P-IMA). STDF Briefing.

STDF, 2022. External assessment of gender mainstreaming in STDF's Work. External assessment by Maria Ignacia Simonetti for the STDF.

STDF, 2022. Internal assessment of STDF Practitioner Groups: Draft report for discussion by STDF Working Group.

STDF, 2023. Prioritizing SPS Investments for Market Access (P-IMA): A framework to inform and improve SPS decision-making processes Prepared by Spencer Henson and Marlynne Hopper.

STDF, 2023. Prioritizing SPS Investments for Market Access (P-IMA) Facilitators Handbook. Prepared by Spencer Henson for the STDF.

STDF, 2023. P-IMA virtual training materials. Prepared by Spencer Henson for the STDF.

STDF Annual Reports: 2016, 2017, 2018, 2019, 2020, 2021.

STDF, 2020. STDF Strategy for 2020 to 2024.

STDF Logical Framework (STDF Annual Report 2021, Annexes).

STDF P-IMA reports: COMESA STDF/PG/606 (Kenya, Rwanda, Uganda, Ethiopia, Malawi); Madagascar STDF/PPG/575; Belize STDF/PG/365.

STDF work plan 2022 and 2023.

STDF, undated. Project webpage. Supporting SPS investment priorities for better market access in Belize.

STDF, undated. Supporting SPS Investment Priorities for Better Market Access in Madagascar. Draft results story.

TMA, 2022. TMEA-EAC SPS Programme, TradeMark Africa, PowerPoint presentation, 17 June 2022.

TradeMark Africa, 2021. Applying the prioritization of SPS investments for market access framework to East African regional trade

Winrock International, 2021. Prioritizing sanitary and phytosanitary standards investments for market access in the Philippines. P-IMA report produced under the B-SAFE project in The Philippines.

Annex 3. How the P-IMA framework was developed

Annex 3 presents an overview of how the P-IMA framework was created and key developments since 2009.

Extent to which stakeholders were involved in the development of the P-IMA Framework

Previously the P-IMA Framework was called the "Multi Criteria Decision Analysis (MCDA) Tool". The table below presents the phases in the evolution of the P-IMA Framework and the stakeholders involved.

Phases in the development of the P-IMA Framework and stakeholders involved.[131]

Year	*Phase*	*Stakeholders involved*
2009	Request for an evidence-based decision-making tool	National level stakeholders
2011	Draft guidelines for the MCDA Tool[127]	Spencer Henson (STDF Consultant) working with the STDF Secretariat.
2011-2012	Piloting of the MCDA Tool	National level stakeholders in Zambia and Mozambique including public and private sectors; donors
2011-2012	Application of the MCDA Tool at regional and national levels	Regional Economic Communities; National stakeholders including the public and private sectors; and SPS competent authorities; donors such as USAID, USDA; research institutes; academia; STDF Partners.
2011-2012	Regional workshops in South Africa and Thailand	Mid- to high-level officials responsible for food safety, animal health, plants health, and/or trade.
2013	Workshop on lessons and ways to improve the MCDA Tool (based on recommendation of STDF Working Group in 2012).	44 participants - national experts who have applied the MDCA Tool, STDF partners, donors, observer organisations, STDF country experts.
2016	Update of the P-IMA Framework[128]	Spencer Henson (Consultant) using the lessons and recommendations provided in the 2013 workshop.
2015-2023	Application of the P-IMA Framework	Regional Economic Communities; National stakeholders including the public and private sectors; and SPS competent authorities; donors; research institutes; academia; not for profit organizations; STDF Partners.
2021	Creation of virtual training materials	Spencer Henson (Consultant), drawing on the experiences of stakeholders in implementing the P-IMA framework.
2022	Creation of the P-IMA Facilitators Handbook	Spencer Henson (Consultant) drawing on the experiences of stakeholders in implementing the P-IMA framework.
2023	Update of the P-IMA Framework[129]	STDF Secretariat and Spencer Henson, using lessons from the application of the P-IMA Framework by regional and national stakeholders.[130]

The origin and rationale for the creation of the P-IMA Framework directly stemmed from a request of national level stakeholders. "Demand for this framework came from interest expressed by participants at an STDF workshop in 2009 on the use of economic analysis and other methodologies to inform SPS decision-making processes. During this workshop, SPS delegates from developing countries requested support to use evidence-based approaches to inform decisions on where to invest in SPS capacity-building, raise high level awareness and attract additional resources to address SPS-related supply-side constraints".[132]

[127] Henson, S., & Masakure, O., 2011, Establishing priorities for SPS capacity-building: a guide to multi-criteria decision-making. Standards and Trade Development Facility.
[128] Henson, S. (2016). Prioritizing SPS Investments for Market Access (P-IMA): A Framework to Inform and Improve SPS Decision-Making Processes. STDF.
[129] Hopper, M and Henson, S. (2023) Prioritizing SPS Investments for Market Access (P-IMA), STDF.
[130] Key informant interviews.
[131] Phases 2009 to 2013 are explained in the Summary Report of the STDF Workshop to Review Work on the Use of The Multi-Criteria Decision Analysis (MCDA) Tool to Prioritize SPS Capacity Building Options, WTO, Geneva, 24-25 June 2013.
[132] "Summary of the STDF workshop to review work on the use of the multi-criteria decision analysis (MCDA) tool to prioritize SPS capacity building options, WTO, Geneva, 24-25 June 2013".

Extent to which the P-IMA Framework has been updated and on what basis.

The first guide on how to use the MCDA framework was developed in 2011 and piloted in 2011-2012 in Zambia and Mozambique. "These initial applications were particularly useful to help test and improve the P-IMA methodology, which supported finalization of the STDF P-IMA User Guide in 2016."[133]

From 2011 until 2015, the P-IMA framework was applied in 10 developing countries, which differed in the scale and diversity of their agri-food exports, and the range and magnitude of SPS capacity building needs.

"These initial applications were particularly useful to help test and improve the P-IMA methodology, which supported finalization of the STDF P-IMA User Guide in 2016. They were also useful to facilitate public-private dialogue on SPS matters; increase political awareness about the benefits of strengthening SPS capacity; inform and improve national SPS planning and decision-making processes; and support project design and leverage funding. Most of these in-country applications delivered some concrete benefits in the short term (e.g. increased appreciation of the role of the SPS competent authority, access to additional funding to address SPS challenges). In all the pilot countries, the use of P-IMA helped to raise high-level awareness about the importance of SPS capacity. In Malawi and Ethiopia, two top priorities were funded through targeted projects. In Rwanda and Seychelles, the work was used to integrate SPS priorities in agriculture sector investment plans under the CAADP, which attests to the potential of P-IMA to target and enhance investments to promote the development of agricultural regional value chains under the CAADP Regional Investment Framework."[134]

A wide range of stakeholders were involved in the development of the P-IMA Framework from its inception. These stakeholders contributed both their expertise and direct experience of implementing the framework in its various iterations. This helped to ensure that the framework remained relevant to the needs of stakeholders for evidence-based decision-making for SPS investments. In addition, "… in-country pilots and demand-driven projects, supported by the STDF in partnership with other national, regional and international partners, have helped to test and refine the methodology".[135] The P-IMA guide was developed based on the experiences and lessons in using the framework in developing countries, as well as feedback received from experts in relevant national and regional organizations, STDF partners, donors, and observer organizations.

The workshop in 2013 (see Table below) convened by the STDF Secretariat was a seminal event in the development of the P-IMA Framework and led to major improvements in the framework. Stakeholders' recommendations were integrated in the P-IMA Framework Guide (2016). For example, "[STDF] partners further underlined the need to identify and prioritize food safety, animal and plant health capacity building needs on the basis of sustained development of capacities to apply international standards and cautioned against undue emphasis on prioritizing investments related to exports, given the importance of strengthening national food safety, animal and plant health systems more broadly"[136]

[133] COMESA (STDF/PG/606 application form, p4)
[134] Mainstreaming SPS capacity building into the Comprehensive Africa Agriculture Development Programme (CAADP) and other national policy frameworks. STDF/PG/606 p4.
[135] Hopper, M and Henson, S. (2023) PRIORITIZING SPS INVESTMENTS FOR MARKET ACCESS (P-IMA), STDF, p8.
[136] Summary of the STDF workshop to review work on the use of the multi-criteria decision analysis (MCDA) tool to prioritize SPS capacity building options, WTO, Geneva, 24-25 June 2013, p2

Recommendations from the 2013 STDF Workshop	Modifications integrated into the P-IMA Framework Guide 2016
Re-name the MCDA tool	P-IMA Framework
Clarify the scope of the MCDA tool. Expand the scope of the tool beyond agri-food exports and market access. Base decision criteria and weights on national development priorities and socio-economic plans.	Decision Criteria expanded beyond trade impacts to include trade impacts, domestic spill overs (impact on agriculture / fisheries productivity, domestic public health, and local environment), and wider social impact (employment, poverty, vulnerable groups e.g. gender, local food security).
Apply the MCDA framework alongside SPS capacity evaluation tools, e.g. IPPC's PCE tool.	Integrated into the P-IMA framework (P-IMA Framework Guide 2016, p51)
Create a new more user-friendly guide. Include case studies	P-IMA Framework Guide (2016)

Key informants reported that a key strength of the recommendations from the 2013 workshop was that they were based in the direct experiences of stakeholders who had implemented the P-IMA Framework. This greatly enhanced the relevance of the updated P-IMA Framework Guide of 2016 because it was based on the reality and context in which P-IMA was being used.

In 2023 the P-IMA Guide was updated again to integrate more examples and case studies of how the P-IMA Framework has been used in a growing variety of ways. These are valuable illustrations of the outcomes of the P-IMA work and its continued relevance for stakeholders. The 2023 P-IMA Guide drew on lessons from the on-going dialogue between the STDF Secretariat and stakeholders through meetings and participation in SPS-related events, and from the Practitioner Working Group meetings.

Alignment of the P-IMA Framework with stakeholders' needs and objectives

The P-IMA Guides 2016 and 2023 addresses stakeholders' challenges for prioritizing SPS capacity building options in the following ways:

- *Participation and ownership* - stakeholders collectively make key decisions at each stage of the process, including identifying the SPS capacity building options, feed into the information cards, select the decision criteria and set the weights, review the initial results that showing the relative performance of different SPS capacity options (Using spider diagrams) and review, comment on, and validate the SPS investment options that have been prioritized,
- Inclusiveness - a wide range of stakeholders take part in the process,
- *Transparency* - each stage of the process is open to scrutiny by all stakeholders including how the products are being derived,
- *Accountability* - stakeholders are invited to justify their decisions,
- *Evidence-based* - the creation of the dossiers and information is based on facts, drawn from available documentation, and supplemented by experts in their fields; use of the SPS capacity assessment tools such as the IPPC PCE tool, and the WOAH PVS Pathway,
- *Aligned with reality* - list of SPS related boarder rejections, alerts and notifications form one essential starting point in the process,
- *Robust process to identify of SPS priority investments most likely to have the highest impact (according to the decision criteria* - use of MCDA and D-Sight software to compare SPS investment options using three different rankings: baseline prioritization, equal weights prioritization, and cost and trade impacts. The contribution analysis shows why certain SPS options are rake higher than others.

Extent to which the P-IMA Framework aligned with the SPS capacity building objectives of the intended users of the framework.

The decision criteria of the P-IMA Framework are flexible and can be adjusted to be consistent with national policy priorities and how stakeholders are choosing to use the framework. The "initial selection of decision criteria can be revisited and revised at any point. Workshop participants are presented with the range of potential choice criteria … and asked to define their own list of decision criteria. This may be achieved by reminding participants at the workshop about relevant goals and priorities defined in national development plans" (P-IMA Framework Guide, p19). This enables stakeholders to ensure that the SPS prioritization process aligns their own national policy objectives.

Since its inception the P-IMA framework has provided a mechanism that enables stakeholders to identify the links between SPS investments and projected impact on trade (and areas such as agriculture productivity, domestic public health, gender, and the environment). Some national level stakeholders "…recognized the role of trade in driving economic growth in their countries and commended the tool's unique and practical approach to link SPS investments to trade impacts, and to clarify the costs and returns of investments in SPS capacity building."[137]

The P-IMA Framework explicitly focusses on real-world SPS issues facing a country that are based on evidence. One way this is done is by reference to actual SPS notifications, broader rejections, and alerts. This is prompted by a question in the P-IMA Guide - "Is the problem recorded a real SPS issue? In other words, are exports constrained by weaknesses in food safety, plant health or animal health capacity, or due to non-conformity with other factors (e.g. product quality or labelling requirements, which are not SPS issues)? Furthermore, is the SPS compliance problem currently relevant, has it been solved or has the export market relaxed or changed their requirements, so they are no longer problematic?"[138]. This enables stakeholders to ensure their prioritization process on aligns with SPS issues having a serious impact on trade and access to markets and are still relevant at the time of the P-IMA exercise.

[137] Summary of the STDF Workshop to Review Work on the Use of the Multi-Criteria Decision Analysis (MCDA) Tool to Prioritize SPS Capacity Building Options. WTO, Geneva, 24-25 June 2013, p1.
[138] P-IMA Framework Guide 2016, p17.

Annex 4. Coherence - analysis and evidence

Annex 4.1 Capacity evaluation tools developed by STDF partners and other organizations

Annex 4.1 presents a summary of the capacity evaluation tools developed by STDF partners. These tools are sector specific. Also included are relevant tools developed by other organizations, that can generate information that can also inform the P-IMA process.[139]

FAO/WHO Food Control System Assessment Tool. Building on the Codex Principles for Guidelines on National Food Control Systems and other Codex guidelines, and FAO/ WHO good practice, this Tool supports countries to review their national food control system and its global performance. Results from the assessment process guide the development of well-defined priorities and roadmaps to improve food control systems and provide a useful baseline to monitor progress. Published in 2019, the tool has been piloted and used in more than 20 countries.

IPPC Phytosanitary Capacity Evaluation (PCE) Process. The PCE process is a fully comprehensive NPPO-led, facilitator-enabled, IPPC Secretariat supported process of multiple phases, enabled by a web-based evaluation tool made up of 13 modules. Each module represents the elements of an effective phytosanitary system. NPPOs can select and apply these modules as a whole or in clusters. The PCE helps a country identify strengths and gaps in phytosanitary systems. The strategic plans developed through PCEs provide the basis for dialogue with donors, improving the likelihood of accessing funding to strengthen phytosanitary systems. To date, over 70 countries have benefitted from the PCE, including the evaluation of capacities in some countries more than once.

WOAH Performance of Veterinary Services Pathway (PVS). This is a voluntary, multi-step process to help country's Veterinary Services meet WOAH international standards for terrestrial and aquatic animal health and welfare, including zoonoses. The Pathway comprises the WOAH Tool for the Evaluation of Performance of Veterinary Services and the WOAH Tool for the Evaluation of Performance of Aquatic Animal Health Services (PVS Tools), based on the WOAH Codes. The Programme also offers the WOAH PVS Gap Analysis that supports WOAH Members to develop strategic and costed actions to improve the performance of Veterinary and Aquatic Animal Health Services, based on PVS evaluation mission results and country priorities. The PVS Programme is evolving to better satisfy Members' needs and has been used successfully in over 140 countries. Many countries are at the PVS Evaluation Follow-Up stage, have carried out a gap analysis and accessed the targeted support options offered by the Programme, using a consistent methodology to track and improve performance of veterinary services over time.

IFC Scan Guide to support the analysis of the policy and regulatory dimensions of four aspects of a national food system: i) food safety; ii) food fortification; iii) food loss and waste; and iv) livestock production (animal welfare and use of antibiotics).

Sectoral Performance, Vision and Strategy tools developed by the Inter-American Institute for Cooperation on Agriculture (IICA). These tools are for National Food Safety Control Systems and Services, National Plant Protection Organizations, National Veterinary Services, and Sanitary and Phytosanitary Measures: An Institutional Vision.

IICA tools for Sanitary Program Design and Intervention Strategies (in Spanish only) and **Economic Evaluation of Animal Health Programs** (in Spanish only).

[139] P-IMA Guide 2023, p16-17**.** Prioritizing SPS Investments for Market Access (P-IMA). A Framework to Inform and Improve SPS Decision-Making Processes. STDF. Marlynne Hopper and Spencer Henson.

Annex 4.2 Complementarities between P-IMA and the capacity evaluation tools: experiences from the P-IMA work in Belize (STDF/PG/365).

The Belize Agricultural Health Authority (STDF/PG/365) explained why relying solely on the findings from the capacity evaluation tools would not meet all of their decision-making needs. Their rationale for using the P-IMA framework together with the capacity evaluation tools was as follows.

First, the findings from capacity evaluation tools alone might not meet stakeholders needs for *how to prioritize* SPS capacity building needs. For example, "The other SPS tools that have been applied include the OIE PVS tool in 2009, the OIE PVS GAP in 2010 and the IICA PVS tools for SPS, Plant Health and Quarantine and Food Safety in 2008. Unfortunately the application of these tools independently to only sections of and not across the whole of BAHA at a given time has not really assisted the organization in being able to categorize and prioritize areas of importance taking into consideration the fact that for any investment reliance is on the same pool of resources."[140]

Second, key informants reported that they sometimes need to consider the SPS capacity building needs across all sectors related to animal health, plant health and food safety when making decisions on where to invest limited resources at a national level. For instance, "The application of the various sector-specific capacity evaluation tools (i.e. PVS, PVS Gap, PCE) has been very important to identify priorities within animal health and plant health and guide capacity building activities within each of these areas. However, it is also necessary for BAHA to look at all the competencies along the continuum of animal health, plant health, food safety and quarantine thereby giving the organization a clear idea as to which areas should be prioritized and where the limited resources available should be channelled to" (ibid).

Third, a key factor in deciding which SPS capacity building issues to address is the potential benefits and gains. This provides valuable information for decision-makers who need to consider addressing technical SPS issues in context of national policy such as food security, public health, and food security, as well as donors and private sector investors. For example, "The existing [SPS] assessments have focussed on weaknesses in specific elements capacity, for example plant and animal health but with limited attention to the benefits that will flow from related capacity-building investments."[141]

[140] Belize Agricultural Health Authority (BAHA), STDF/PG/365 application form.
[141] Belize Agriculture Health Authority (BAHA), STDF/PG/365. P-IMA report 2012, p4.

Annex 4.3 Alignment of the P-IMA framework with STDF's theory of change and results framework.

Annex 4.3 illustrates how the P-IMA work is aligned with STDF's theory of change[142] and results framework. Note that P-IMA does not have its own theory of change and results framework because the P-IMA work is encompassed within STDF's theory of change and results framework. (Developed in discussions with key informants).

STDF Programme Results Chain	Programme (STDF) level indicators	P-IMA Results Chain
Overall Objective (O.O) **Safe Trade Facilitated**	O.O.1 x U$ value of exports for target HS code products/markets O.O.2 x markets accessed O.O.3 x firms with increase in exports (disaggregated by gender and size of firm) O.O.3 # of SPS non-compliance alerts/notifications O.O.4 Evidence of market access and exports/imports facilitated through STDF support	Safe trade facilitated through the use of P-IMA. *(Linked to all STDF indicators under overall objective)*
Intermediate Objective (I.O) **Programme Goal: Increased and sustainable SPS capacity in developing countries**	I.O.1 # of STDF initiatives and PPGs/PGs contributing to changes in SPS legislation, regulation, policies, strategies, structures and/or processes, including attention to cross-cutting issues (climate change, environment, gender, inclusion) I.O.2 Evidence of improved implementation and/or enforcement of food safety, animal and/or plant health measures for trade, with attention to climate change, environment, gender, and inclusion	**P-IMA Impact:** 1. Contribution of P-IMA to structural changes in stakeholders' decision-making processes for prioritizing SPS capacity building options (investments). *(Linked to STDF indicator I.O.1)* 2. Contribution of P-IMA to improved SPS capacity. *(Linked to STDF indicator I.O.2)* 3. Priority SPS capacity building options are funded and implemented. *(Linked to STDF indicator S.O.1.1)*
Strategic Objectives (SOs) **S.O.1 Outcome 1: More synergies and collaboration driving catalytic SPS improvements**	**Outcome 1 Indicators:** SO.1.1 Value (US$) of new investments leveraged. SO.1.2 #, type of collaborative networks, relationships, initiatives at global, regional and/or national level that support the delivery of change in SPS systems, including attention to partnerships addressing climate change, environment, gender, and inclusion SO.1.3 Evidence of adaptation, replication, scaling of STDF approaches. SO.1.4 Evidence of the coordination and/or alignment of SPS capacity development interventions by WG members.	**P-IMA Outcomes:** 1. The P-IMA analysis is used by stakeholders to progress SPS capacity building at policy and strategic levels (national, regional, organisational). *(Linked to STDF indicators S.O.1.3 & S.O.1.4)* 2. P-IMA reports are updated, and new P-IMA frameworks applied as required. *(Linked to STDF indicators S.O.1.3 & S.O.2.4)* 3. Improved efficiency, transparency, inclusiveness, and public-private sector dialogue in decision-making related to SPS capacity investments. *(Linked to STDF indicator S.O.1.2)* 4. Increased awareness and use of the P-IMA framework as an evidence-based approach in decision-making related to SPS capacity investments. *(Linked to STDF indicators S.O.2.1, S.O.2.2, S.O.2.3 & S.O.2.4)* 5. Evidence of adaptions to and scaling up of the P-IMA framework.

[142] STDF Theory of Change 2020-2024. SAFE AND INCLUSIVE TRADE HORIZONS FOR DEVELOPING COUNTRIES. p28-31.

STDF Programme Results Chain	Programme (STDF) level indicators	P-IMA Results Chain
S.O.2 Outcome 2: Greater access to, and use of, good practices and knowledge products at global, regional, and national level	**Outcome 2 Indicators:** SO.2.1 # of people reached (disaggregated by women/men and geography/region) with STDF good practices, knowledge products SO.2.2 % of people reached (disaggregated by women/men and geography/region) reporting minimum satisfaction threshold with STDF good practices and knowledge products SO.2.3 # of downloads of different types of knowledge products from website, disaggregated by geography SO.2.4 Evidence of uptake and application of good practices and knowledge products produced by STDF to inform and support SPS capacity development led by global / regional / national bodies	6. Assessment of the potential impact of SPS capacity building options on gender and the environment.
Intermediate Results (IRs) **IR 1 Output 1: STDF Global Platform - Dialogue and exchange among WG Members and with other relevant organizations** **IR 2 Output 2: STDF knowledge work, publications, good practice briefings, films, etc. produced** **IR 3 Output 3: SPS assessments and feasibility studies conducted, and project proposals formulated under STDF PPGs** **IR 4 Output 4: Innovative and collaborative SPS capacity development projects implemented**	IR.1.1 # and type of STDF meetings / year IR1.2 # of participants (quantity) in online or physical STDF events, disaggregated by location, gender and type of participants[143] IR 2.1 # and type of STDF knowledge products completed/published IR 2.2 # knowledge products that address climate change, environment, inclusion, or gender equality IR 3.1 # PPGs approved for STDF funding IR 3.2 # PPG completed IR 3.3 % of PPGs meeting minimum STDF assessment threshold IR 4.1 # PGs approved for STDF funding IR 4.2 # PGs completed IR 4.3 % of PGs meeting minimum STDF assessment threshold	**P-IMA Outputs:** 1. Reports documenting use of P-IMA completed. *(Linked to STDF indicators IR3.2 and IR4.2)* 2. P-IMA outreach events and dialogue among WG members and other organizations, for example disseminate results of P-IMA. *(Linked to STDF indicators IR1.1 and IR1.2)* 3. Publications, good practice briefings and videos related to use of P-IMA. *(Linked to STDF indicators IR2.1 and IR2.2)*

Annex 5. Effectiveness - analysis and evidence

Annex 5.1 Analysis of prioritised SPS capacity building options from P-IMA Reports

A sample of thirteen P-IMA reports were analysed to assess the potential costs of addressing the priority SPS capacity building options compared to the potential gains across a range of criteria. The P-IMA reports reviewed included the P-IMA work – in Belize by the Belize Agricultural Health Authority in 2012 (STDF/PG/365); in Kenya, Malawi, Uganda, Ethiopia, and Rwanda in 2020-2022 under the COMESA project (STDF/PG/606); in Ghana (STDF/PPG/786); and for Kenya, Uganda, Ethiopia, Tanzania, Malawi, Burundi, and South Sudan in a regional workshop facilitated by TradeMark Africa in 2021.

Twelve of these P-IMA reports were also analysed for the potential gains in terms of diversification of export markets, domestic agri-food impacts, and social impacts of 49 prioritised SPS capacity building options. The findings are presented in Figures (a) to (g) below.

Several P-IMA reports were excluded from the analysis because: (i) there was no data in estimated export revenues (STDF/PGG/786 for the PIMA work in Ghana, and the BESST study by ILRI); (ii) there were concerns over the quality of the data due to methodological challenges; and (iii) some agencies were still in the process of implementing their P-IMA framework (STDF/PPG/831, STDF/PPG/733, STDF/PPG/709).

Only data on the priority SPS capacity building options consistently ranked highest and categorised as the *first best choices* (rather than all options subjected to the prioritization process) were analysed. This is because it was assumed the first best choices were the options that stakeholders would take forward into decision making, for example to leverage funds.

A key finding is the relatively low level of investment compared to the potential revenue from increased exports. It will cost approximately **US$34.6 Million** to address the **49 best SPS investment options** and generate projected export revenues worth **US$4.2 Billion**.

The costs of addressing the 49 priority SPS capacity issues are **8%** of the potential export revenues that could be generated (for this data set). The potential gains are extremely significant.

Figure (a). Projected change in market and product diversification, and in reputation

Levels of diversification in products and markets, and improved reputation, as a percentage of all levels of diversification and reputation.

(n = 49, for twelve P-IMA frameworks applied in East and Southern Africa and Belize).

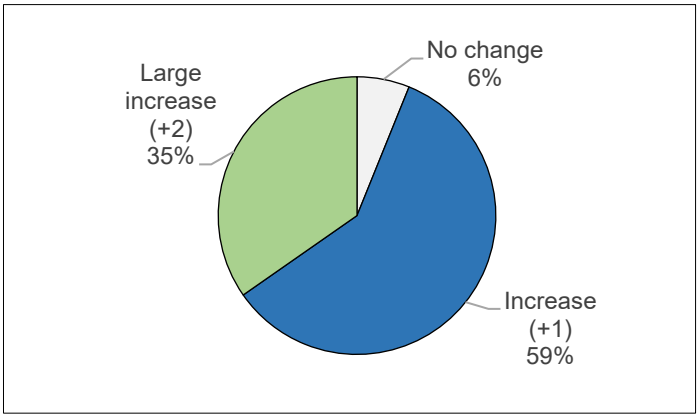


Figure (b). Projected change in agricultural and/or fisheries productivity

Levels of impact on agricultural and fisheries productivity as a percentage of all levels of impact on agriculture and fisheries productivity.

(n = 31, for twelve P-IMA frameworks applied in East and Southern Africa and Belize).

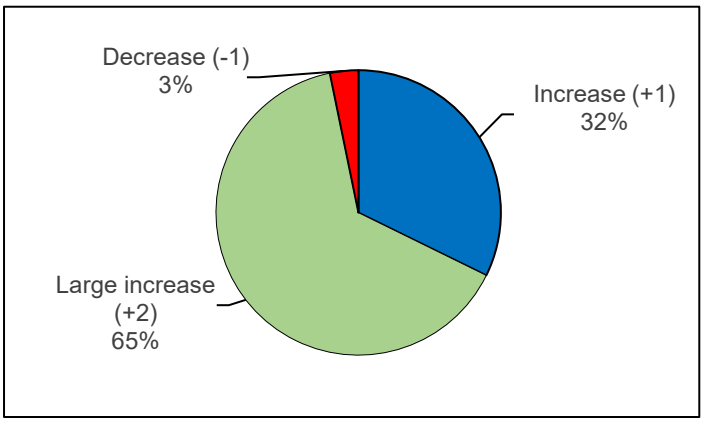


Figure (c). Projected change in domestic public health

Levels of impact on domestic public health as a percentage of all levels of impact on domestic public health.

(n = 43, for twelve P-IMA Frameworks applied in East and Southern Africa and Belize).

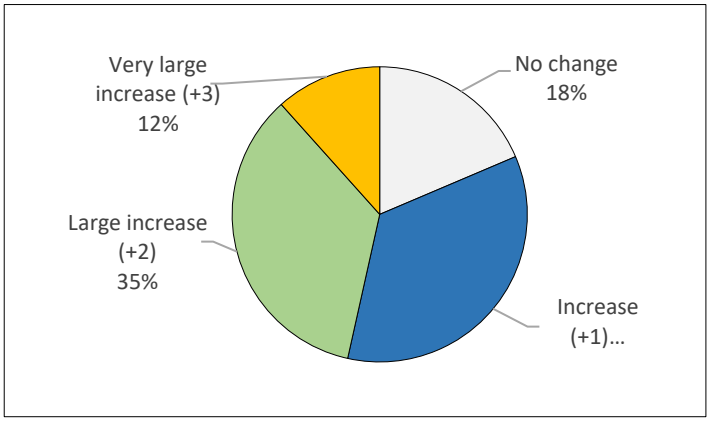


Figure (d). Projected change in environment protection

Levels of change in environmental protection as a percentage of all levels of change in environment protection.

(n = 32, for twelve P-IMA frameworks applied in East and Southern Africa and Belize).

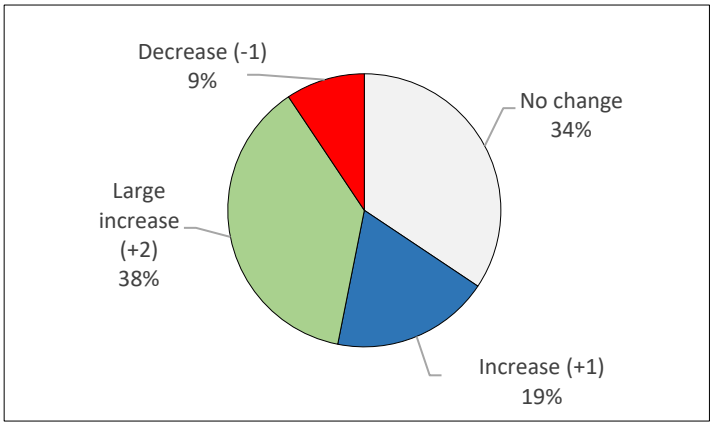


Figure (e). Projected reduction in poverty

Levels of change in poverty (poverty reduction) as a percentage of all levels of change in poverty.

(n = 43, for twelve P-IMA frameworks applied in East and Southern Africa and Belize).

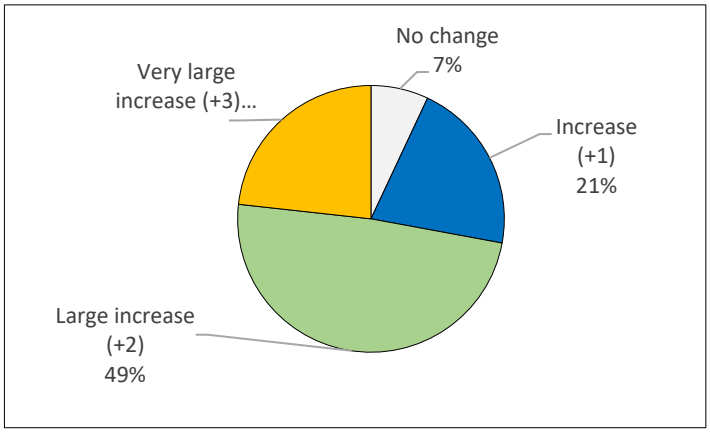


Figure (f). Projected change in employment and benefits for youth

Levels of change in employment and benefit to youth, as percentage of all levels of change in employment and benefits to youth.

(n = 27, for twelve P-IMA frameworks applied in East and Southern Africa and Belize).

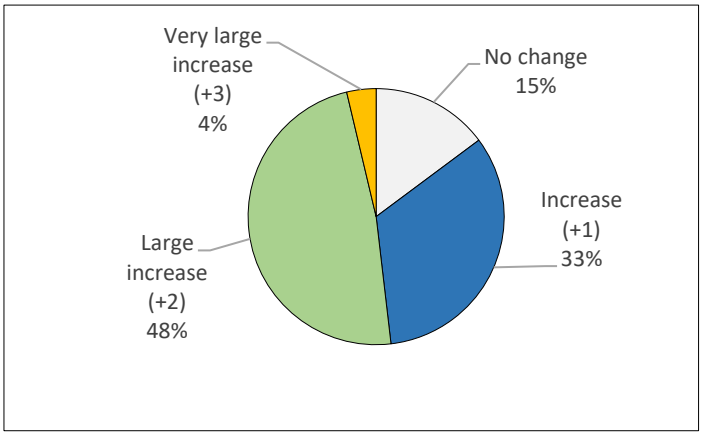
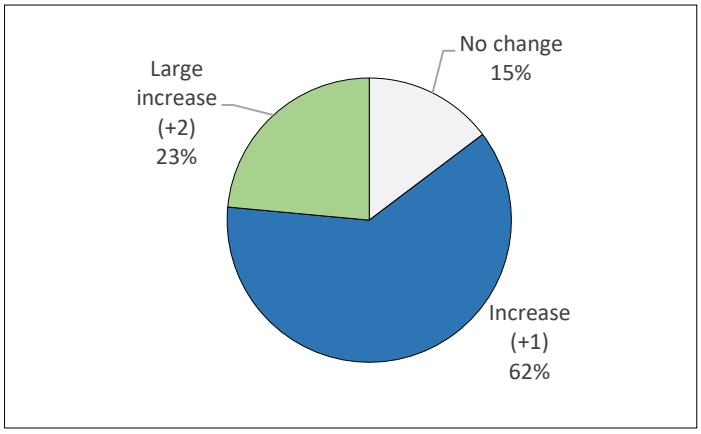


Figure (g). Projected change for gender and vulnerable groups

Levels of change in gender and vulnerable groups, as percentage of all levels of change in gender and vulnerable groups.

(n = 34, for twelve P-IMA frameworks applied in East and Southern Africa and Belize).



Annex 5.2 Results achieved from the applications of the P-IMA framework by stakeholders (2015 - 2023)

Annex 5.2 presents a summary of stakeholders who have applied the P-IMA framework from 2016 to 2023 and are included in the Evaluation sample. Even though P-IMA framework was applied in 2012 in Belize (STDF/PG/365), this work was included in the Evaluation sample because Belize continued to draw on the prioritized SPS investment options beyond 2016.

The results presented below were compared with the objectives for using the P-IMA framework outlined in the STDF PPG and PG application forms (usually as 'purpose', and sometimes 'goal' and 'output'). For consistency of analysis these terms were aligned with the results terms in the STDF Results Framework (outcome, contributions to goal, and contribution to impact) as far as was possible.

Based on the evidence available a rating was assigned to each objective to indicate the extent to which the objectives for implementing the P-IMA work were achieved.

Fully achieved	Partly achieved	Not achieved	Unknown / insufficient data
			?

Implementation of P-IMA frameworks supported by STDF - results

1. STDF/PG/606 (COMESA). Mainstreaming SPS capacity building into the Comprehensive Africa Agriculture Development Programme (CAADP) and other national policy frameworks. 2018-2022. Completed.

Although Kenya and Uganda were the focus of this evaluation the achievements in Malawi, Rwanda and Ethiopia are included for completeness as presented in the COMESA Report, June 2022 and the EIF Project Completion Report for COMESA, 2023 (STDF/PG/606).

The intended purpose and outputs as presented in the COMESA STDF/PG/606 application form are split for ease of analysis. A Results Framework summarizing achievements was not presented in the COMESA report, June 2022. Achievements were presented in the narrative of the COMESA report. Many achievements presented related to *progress* towards the purpose and some of the outputs. The following is a reconstructed results framework based on the logical framework and indicators in the STDF/PG/606 application form.

Goal, Purpose, and outputs.	Results – at regional and national levels for Uganda, Kenya, Malawi, Rwanda, Ethiopia.	Rating	Sources of data
Goal: increase market of key value chains contributing to growth in intra-regional trade in agricultural commodities in COMESA.	The intended goal was not achieved.		COMESA Final report, June 2022 (STDF/PG/606). EIF Project Completion Report for COMESA, 2023 (STDF/PG/606). Key informant interviews

Goal, Purpose, and outputs.	Results – at regional and national levels for Uganda, Kenya, Malawi, Rwanda, Ethiopia.	Rating	Sources of data
Purpose: COMESA member states **mainstream SPS investments** within national/regional agricultural and trade investment plans (STDF goal) and mobilize additional resources for SPS capacity development (STDF outcome 1).	▪ *mainstream SPS investments within national/regional agricultural and trade investment plans* – not achieved although progress was reported (below). ▪ *mobilize additional resources implement priority SPS investment options under the CAADP and other national investment plans* - not achieved although progress was reported (see below). "Although the P-IMA process was successfully implemented, more time and support will be needed to ensure that the analysis (country reports and prioritizations) are fully utilized to inform SPS decision-making by national authorities and development partners including to mainstream the investment options into national investment frameworks and mobilize resources to implement the key investment options prioritized." (COMESA Report, June 2022, p6-7 (STDF/PG/606).		COMESA Final report, June 2022 (STDF/PG/606). Key informant interviews.
***Progress towards* the COMESA purpose (STDF outcome 1)**	**Regional level -** "… the prioritization results under P-IMA are also progressively informing other ongoing COMESA Trade Facilitation initiatives including technical regulations and harmonization of regulatory limits for agriculture commodities of regional trade importance, adoption of good practices in food import control and strengthening of laboratory testing requirements, among others". (Progress towards STDF outcome 1).		COMESA Final report, June 2022, p5 (STDF/PG/606). No supporting documents on these initiatives. Key informant interviews were not possible.
	Regional level - "… at the Continental SPS Committee Meeting that took place in October 2020, the African Union Commission expressed interest to use the P-IMA framework at the continental level to support the implementation of the Malabo Business Plan based on the P-IMA outcomes." (Progress towards STDF outcome 1) "… the 7th Joint Ministerial Committee Meeting on Agriculture, Environment and Natural Resources held on 8 August 2021 decided that Member States '*Institutionalize evidence-based approaches such as P-IMA to facilitate dialogue and consensus in order to prioritize and inform appropriate investments in SPS capacity in value chains that are of comparative advantage to Member States'.* Member states were equally urged to build-in M&E systems in their national P-IMA frameworks to ensure continuous updating and sustainability of the programme. The decision was made considering the added value that the tool provided to Member States in prioritising SPS Investments." (Progress towards STDF outcome 1)		COMESA Final report, June 2022, p14 (STDF/PG/606).
	Malawi: Government endorsed the P-IMA Report. Technical inputs from the P-IMA report were used in the drafting of the national SPS strategy and the Food Safety Law and regulations for governing the food industry and agri-food exports. (Contribution to STDF outcome).		COMESA Final report, June 2022, p5, 11 (STDF/PG/606). No supporting documents, or further data. Key informant interviews were not possible.
	Kenya: Private sector created strategic partnerships with the government entities on issues relating to SPS measures. (Contribution to STDF outcome).		COMESA Final report, June 2022, p5, 11 (STDF/PG/606).

Goal, Purpose, and outputs.	Results – at regional and national levels for Uganda, Kenya, Malawi, Rwanda, Ethiopia.	Rating	Sources of data
		?	No information on what the strategic partnerships. Key informants could not provide information on this, or which prioritised SPS capacity building options were taken forward.
			Key informant interviews confirmed better mutual understanding between private and public sector stakeholders from as a result of participating in the P-IMA workshops.
	Uganda: Review of the national SPS frameworks and are informing on their new SPS programming in terms of harmonisation of policies and strategies. P-IMA report used to address issue on Maximum Residue Limits in agri-food exports. (Contribution to STDF outcome).	?	COMESA Final report, June 2022, p5, 11 (STDF/PG/606). No supporting documentation. Key informants could not provide information on which prioritised SPS capacity building options were taken forward.
	Uganda: Progress in strengthening public private SPS collaborations through the National SPS Committee, through PACEID Presidential Advisory Committee on Exports and Industrial Development (PACEID) with the Ministry of Agriculture Animal Industry and Fisheries (MAAIF). P-IMA analysis used to prioritise investments for future capacity building initiatives under the UK Export Fund. Discussions in process of whether include the P-IMA framework in the Terms of Reference for the National SPS Committee.		Key informant interviews
	Rwanda: Technical inputs used in the drafting of the Food Safety Law and regulations for governing the food industry and agri-food exports. There is strong advocacy through the national SPS committee to integrate SPS issues into its national frameworks and strategies. (Contribution to STDF outcome)	?	COMESA Final report, June 2022, p5, 11 (STDF/PG/606). Unclear whether this is directly from the P-IMA analysis. No supporting documents.

Goal, Purpose, and outputs.	Results – at regional and national levels for Uganda, Kenya, Malawi, Rwanda, Ethiopia.	Rating	Sources of data
			Key informant interviews were not possible.
	Ethiopia: The prioritised SPS investments are informing the next key investments options for all the four prioritised sectors (Coffee, Sesame, Honey, and Livestock). Led to a more enhanced collaboration with other key stakeholders such as the Food and Agriculture Organization (FAO) and the TradeMark Africa (TMA) in terms of rolling out new initiatives for addressing SPS Measures. (Contribution to STDF outcome).	?	COMESA Final report, June 2022, p5, 11 (STDF/PG/606). No supporting documents. Key informant interviews were not possible.
	***How* to mainstream SPS options into national policy and investment frameworks** During the application of the P-IMA framework, SPS related national investment frameworks were reviewed against the priority investment options. This supported discussions on how to integrate SPS priorities into national policy and investment frameworks (mainstreaming). The process also supported the engagement of stakeholders such as senior government officials (Finance, Economic planning, Agriculture, Trade, Environment/Climate Change), development partners/donors, policy think tanks and the private sector. COMESA recommended a "Future P-IMA Project to embed a follow-up or monitoring mechanism for implementing the outcomes of the P-IMA framework" (COMESA report, 2022, p14 – STDF/PG/606).		COMESA Final report, June 2022, p12 (STDF/PG/606). No data on how these discussions were to be taken forward and sustained so that eventually workable decision-making mechanisms can be identified.
	Support from partners and building on the P-IMA analysis. "Through the round table discussions stakeholders including development partners have expressed commitment to their support both financial and technical in addressing the P-IMA outcomes from the five pilot countries. For example, Land O' Lakes is also supporting countries on their SPS programmes building on P-IMA. TMA pledged its support to Malawi and Ethiopia to address some of the SPS investment gaps identified through the P-IMA process". (Progress towards STDF outcome 1).		COMESA Final report, June 2022, p12(STDF/PG/606). No data on the nature of this support.
	Use of the P-IMA analysis by other organisations "EU under the COMESA Trade Facilitation Programme, the Alliance for a Green Revolution in Africa (AGRA), the Land O' Lakes and the TradeMark Africa (TMA) … are making use of the P-IMA findings to provide technical advice and support to the governments on SPS measures and market access". "… within the COMESA Secretariat, the EU under the 11th EDF and through the Regional Enterprise Competitiveness and Access to Markets Programme (RECAMP) made use of the P-IMA outcomes to design a continental market access and competitive programme". (STDF outcome 1)		COMESA Final report, June 2022, p12 (STDF/PG/606). No supporting documents on *how* the P-IMA analysis is being used by these stakeholders.
	Cross-cutting issues **Environment. "**For example, P-IMA Uganda identified an SPS Investment Option on *Technical capacity building in biosecurity, biosafety and technology for beef, poultry and bee products."*		COMESA Final report, June 2022, p11 (STDF/PG/606).

Goal, Purpose, and outputs.	Results – at regional and national levels for Uganda, Kenya, Malawi, Rwanda, Ethiopia.	Rating	Sources of data
	Gender. "… stakeholders especially over 100 MSMEs (including MSMEs owned by women) have been assisted in understanding global SPS/TBT regulations." (Progress towards STDF outcome 1)		EIF Completion report for COMESA, 2023 (STDF/PG/606). No data on *how* women were assisted.
Output 1: Regional expertise to apply the P-IMA framework to prioritize SPS investments and leverage resources under CAADP and other national policy frameworks	"A minimum of five (5) persons were trained per country as P-IMA national experts to assist in the subsequent revision/application of the Framework whenever new data or investment options would arise", in Uganda, Kenya, Malawi, Rwanda, Ethiopia. "100 persons (60 men and 40 women) in the five countries had been trained on use of the P-IMA framework, including use of the D-Sight software. Some of these persons were actively involved alongside the COMESA P-IMA expert/consultant in writing the country reports".		COMESA Final report, June 2022, p10 (STDF/PG/606).
	The actual number of persons trained were 3 from the COMESA and the COMESA Secretariate, and 30 from agencies in Uganda, Kenya, Malawi, Rwanda, Ethiopia.		Review of National P-IMA reports.
	Effectively using an evidence-based approach (P-IMA) to prioritize SPS investment needs - partially achieved. Training was completed, and skills enhanced, although there is evidence that the ability to *lead* and facilitate the use of the P-IMA framework was not achieved. (Progress towards STDF outcome 1).		Key informant interviews in Uganda and Kenya.
Output 2: SPS investments for market access are prioritized by public and private sector stakeholders in five COMESA Member States.	Implementation of P-IMA frameworks were competed, in Uganda (2021), Kenya (2021), Malawi (2022), Rwanda (2021), Ethiopia (2022). 68 SPS investment options prioritized in the five countries. The total cost to implement the SPS investment options was estimated at US$167 million and would generate trade worth approximately US$6 billion. (This data is drawn from a review of the National P-IMA reports and differs slightly from the data in the COMESA report (June 2022).		COMESA Final report, June 2022, p5 (STDF/PG/606). National P-IMA Reports (2021-2022) – Uganda, Kenya, Ethiopia, Malawi, Rwanda.
	Unclear whether Activity 6 (in logical framework) was completed - "Analytical work to review national agricultural/trade/other frameworks against the top priorities emerging from the P -IMA analysis".	**?**	STDF/PG/606 Application Form, p23.
Output 3. Increased awareness, advocacy, and knowledge management on use of P-IMA to prioritize SPS	"The project helped to raise awareness on how evidence-based approaches can be used to improve SPS (and other) decision-making processes." The project produced and disseminated policy briefs, took part in webinars, shared project results at high-level meetings, discussions reported in the local media.		COMESA Final report, June 2022, p10 (STDF/PG/606). Policy Briefs for Uganda, Kenya, Rwanda.

Goal, Purpose, and outputs.	Results – at regional and national levels for Uganda, Kenya, Malawi, Rwanda, Ethiopia.	Rating	Sources of data
investments as well as on adoption of key SPS investments into national investment frameworks.	Unclear whether all activities were completed.		Key informant interviews confirmed increased awareness on how evidence-based approaches can be used to improve SPS decision-making.

2. STDF/PPG/575. Prioritizing SPS investment in Madagascar. 2017-2018. Completed. Animal health, plant health, fish and aquatic animal health and products. All SPS issues. Completed.

Purposes / objectives	Results	Scores	Data sources
Apply the P-IMA framework to prioritize the actions, activities, and sectors to be supported	Achieved. (STDF outcome 1)		P-IMA report.
Guide the development of a national action plan aimed at building SPS capacities.	Achieved. Developed with COLEAP		Key informant interviews.
Leverage funds	Based on the evidence generated through the P-IMA analysis, COLEACP agreed to allocate funds, estimated at US$110,000 to the national plant protection organization (NPPO) to control the risks of quarantine pests in priority fruit and vegetable exports to the EU. (STDF outcome 1)		Promoting Madagascar's exports by prioritizing SPS investments (Results Story, p1). Key informant interviews. STDF Annual Report 2019, p78.
	Public-private partnership. The National Implementation Unit of the Enhanced Integrated Framework Project (EIF-NIU) has *committed* to working with the Madagascar's NPPO to contribute to the implementation of capacity building activities on priority investments identified in the P-IMA analysis, and links to a EIF project focused on controlling risks of exceeding maximum pesticide residue limits in fresh fruit and vegetables, and dried grains exports to the EU. (Progress towards STDF goal). "Plant pests like fruit fly and False Codling Moth are a huge challenge for the horticulture sector in Madagascar. P-IMA allowed government agencies and the private sector to focus on the investments needed to address SPS challenges. This helped us to mobilize more support to resolve the problem of False Codling Moth. My company is partnering with the NPPO to help our exports get going again." (M. Solofo, Malagasy Export).		Promoting Madagascar's exports by prioritizing SPS investments (Results Story, p1). Key informant interviews. STDF Annual Report 2019, p78.

The P-IMA framework to become a decision-making support tool for the members of the National SPS Committee).	Not yet achieved. (STDF goal).		Key informant interviews
Reapply the P-IMA framework to update the analysis with new information.	PIMA Working Group committed to reviewing the prioritization results on an ongoing basis. However, the P-IMA analysis results were not updated as at mid-2023. (STDF goal)		Promoting Madagascar's exports by prioritizing SPS investments (Results Story, p1). Key informant interviews.
Contribute to better public-private sector dialogue.	Strengthened the dynamics of communication, relationships, sharing of documentation, knowledge, and understanding of SPS capacity building needs among public and private sector actors. (STDF outcome 1).		Promoting Madagascar's exports by prioritizing SPS investments (Results Story, p1). Key informant interviews.
Contribute to better political awareness of the benefits of investing in SPS capacity	Achieved.		Key informant interviews
The P-IMA framework would become a decision-making support tool for technical and financial partners.	Based on the experience, COLEACP is keen to explore new opportunities to use P-IMA to inform funding decisions elsewhere - collaboration on P-IMA planned in Sierra Leone in 2020 (although COLEAD cannot fund the application of P-IMA frameworks). Still in process. (Contribution to STDF outcome 1).		Promoting Madagascar's exports by prioritizing SPS investments (Results Story, p1). Key informant interviews. STDF Annual Report 2019, p78

3. STDF/PPG/786. Supporting implementation of the National Policy for Aflatoxin Control in Feed and Food using the P-IMA framework in Ghana. 2022. Completed.

Purposes / objectives	Results	Rating	Data sources
Apply the P-IMA framework to prioritise actions in the newly developed National Policy for Aflatoxin Control in Food and Feed. Aflatoxin control in maize and groundnuts and derived products. (STDF outcome)	Achieved.		Key informant interviews. STDF/PPG/786 application form
Integrate the prioritised actions into the National Policy for Aflatoxin Control in Food and Feed implementation plan. (STDF contribution to goal)	Achieve.		Prioritizing Ghana's aflatoxin policy implementation plan using P-IMA (October 2022) Key informant interviews.
Develop at least two project proposals	Three project proposals developed, including one submitted to STDF for US$1,000,000, and a total budget of US$1,205,000		Key informant interviews.

(in progress towards STDF outcome)			STDF/PPG/786 application form
Increased networking, collaboration, and coordination of aflatoxin management activities among stakeholders to ensure effective use of resources for better outcomes. (STDF goal)	Too early to say.	N/A	
Increased production and trade in aflatoxin-safe food products at the domestic, regional, continental, and international levels. (STDF impact)	Too early to say.	N/A	

4. **STDF PG/PG/365. Strengthening the phytosanitary system in Belize. 2012. Completed. All sectors. Animal health, Plant health, Food safety. All SPS issues.**
STDF Application Form stated three purposes for applying the P-IMA framework - (1) Apply the P-IMA framework to identify priority SPS capacity options for investment, (2) Develop a strategy for the Belize Agricultural Health Authority (BAHA), (3) Make informed decisions for the allocation of resources under future donor programmes. Since then new objectives emerged.

Purposes/ Objectives	Results	Rating	Data sources
1. Apply the P-IMA framework to identify priority SPS capacity options for investment (STDF outcome)	P-IMA framework applied. P- IMA report produced.		P-IMA report. Key informant interviews.
2. Develop a strategy for BAHA (STDF goal) Change in legislation (STDF Goal)	Creation of a five-year strategic plan for BAHA, implementation, and M&E framework. (Contribution to goal) The strategic plan contributed to the creation of the new draft of the BAHA Act (parent law) in 2020. It also contributed to the creation of legislation that enables BAHA to fulfil its mandate. (Contribution to goal)		Key informant interviews. Belize Agricultural Heath Authority Strategic Plans: corporate strategic plan, department business plans, 2014. Belize Agricultural Heath Authority Act, 2020.
3. Make informed decisions for the allocation of resources under future donor programmes.			

Leverage funds (Outcome) SPS capacity improved (Goal) Market access improved (Impact)	The Belize government allocated funds to improve animal health control (bovine tuberculosis and bovine brucellosis) aimed at facilitating new exports of live cattle to Mexico. Initially the SPS capacity building costs were underestimated. The P-IMA analysis highlight the costing gap and provided additional data so that a more realistic assessment of costs was made. This meant that resources could be allocated more effectively. To fill the funding gaps additional funds were provided from the government Mexico, a regional donor, and the private sector (veterinary services). The capacity to control bovine tuberculosis and bovine brucellosis was created to meet animal health standards. This enabled exports of live cattle to Mexico. Initially cattle could only be exported from designated regions in Belize that were declared bovine tuberculosis and bovine brucellosis free. Now, Belize exports cattle from the entire county. The collaboration ensured that animal health legislation/ standards of Belize and Mexico were aligned. This enhanced SPS capacity also enabled Belize to later begin exporting live cattle to Guatemala.		Key informant interviews. STDF Annual Report 2020, p10. Driving better decision-making: Prioritizing SPS investments for market access (P-IMA), STDF, 2018, p2.
Leveraged funds (outcome)	Resources were mobilized from the Government of Belize, the Inter-American Development Bank (IDB), and the international Atomic Energy Agency (IAEA) to strengthen a food microbiology laboratory that is working towards accreditation. Food safety laboratory received support towards ISO 17025 accreditation.		Key informant interviews.
Leveraged funds (outcome)	Informed priority setting and resource allocations in food safety and animal health in the Agriculture Services project funded by the Inter-American Development Bank (IDB).		P-IMA Guide 2023, p20.
Programme planning (outcome)	Ministry of Natural Resources and Agriculture used the P-IMA analysis to prioritize programmes on nutrition, food safety and exports.		Key informant interviews
Intervention areas identified (Outcome)	BELTRAIDE used the P-IMA analysis to prioritize areas for intervention with micro and small and medium-sized enterprises.		Key informant interviews
Legislation (Goal)	New poultry regulations enacted in 2022.		Key informant interviews
Private sector investment-leverage funds (Outcome) SPS capacity improved (Goal) Market access improved (Goal)	Private sector investment led to the accreditation of two food safety laboratories, leading to the regional export of poultry. HACCP certification has catalysed private sector investment to certify two poultry companies, thereby enabling regional exports.		Key informant interviews Driving better decision-making: Prioritizing SPS investments for market access (P-IMA), STDF, 2018, p3).

5. STDF/PPG/707. Applying the P-IMA tool in Ecuador. March 2020 - ongoing.

Purposes / objectives	Results	Rating	Data sources
Training in how to apply P-IMA	10 persons trained using a virtual format.		STDF/PPG/709 application form. Key informant interviews.
Apply the P-IMA framework	In process.		
Strengthen the institutional framework for agriculture and food safety.	In process.		

6. STDF/PPG/733. Piloting the use of P-IMA in the CARICOM region (Belize, Dominica, Guyana, Jamaica, Suriname, St Lucia, St Kitts, and Nevis). May 2021 - ongoing.

Purposes / objectives	Results	Rating	Data sources
Training in how to apply P-IMA	10 persons trained using a virtual format.		STDF/PPG/733 application form. Key informant interviews.
Preparation of a regional project proposal to upscale and widen the use of P-IMA in the CARICOM.	In process.		

7. STDF/PPG/831. Apply P-IMA framework to prepare a project proposal to address key SPS challenges affecting the export potential of selected agricultural and fisheries products in Bangladesh. 2023 - ongoing.

Purposes / objectives	Results	Rating	Data sources
Train stakeholders to apply the P-IMA framework	Achieved. Training was carried out virtually		Key informant interviews. Draft dossier of the selected products as of the P-IMA process.
Apply the P-IMA framework	In process		
Strategy to address gender and environmental issues	In process		
Prepare a project proposal to leverage funds	In process		

Entities who implemented the P-IMA framework on their own initiative - results

1. **Better Enforcement of Standards for Safer Trade (BESST) feasibility study, led by the International Livestock Research Institute (ILRI). Greater Horn of Africa and Arabian Peninsula. Commissioned by OIE/WOAH and with funding by the Gates Foundation. 2019.**

The objectives were deduced from the documents as no key informant interviews could be held.

Objectives	Results	Rating	Data sources
Adapt the P-IMA framework (outcome)	Achieved		OIE World Organisation for Animal Health (OIE) BETTER ENFORCEMENT OF STANDARDS FOR SAFER TRADE IN LIVESTOCK AND LIVESTOCK PRODUCTS ACROSS THE RED SEA: Feasibility study for a joint Horn of Africa-Arabian Peninsula initiative (2020). Barbara Wieland (2019). PowerPoint slides. BESST feasibility study: Better Enforcement of Standards for Safer Trade. Initial prioritization of interventions to address gaps identified as hampering safe trade and the application of OIE international standards. BESST Stakeholder workshop, 4 September 2019. No key informant interviews were conducted.
Apply the P-IMA framework (outcome)	Achieved		
Use the P-IMA analysis to inform the selection of priority interventions for the BESST initiative (outcome)	Achieved		

2. **Building Safe Agricultural Food Enterprises (B-SAFE), Winrock International, Philippines. Funded by the United States Department of Agriculture (USDA under it' Food for Progress (FFPr) program. 2021.**

Objectives	Results	Rating	Data sources
Adapt the P-IMA framework (outcome)	Adapted the P-IMA framework so that it could be applied virtually. Created surveys. Achieved		Key informant interviews. P-IMA report. Work Plan for 2019-2020. Food for Progress. Philippines: Building Safe Agricultural Food Enterprises (B-SAFE). USDA and Winrock International.
Apply the P-IMA framework to identify the priority SPS capacity building options. (outcome)	Applied the P-IMA framework virtually. Faced challenges in engaging with enough stakeholders. P-IMA application completed but insufficient data. P-IMA reported produced.		
Use the P-IMA analysis to support the Development of a SPS Capacity Building Framework, a foundational road map for capacity building activities. (outcome)	Achieved		
Contribute to building capacity of the Department of Agriculture, Department of Health, Food and Drug Administration. (Outcome)	Use of the P-IMA framework to a limited extent.		

Use the P-IMA analysis to leverage funds for SPS investments (outcome)	Not achieved		

3. Bahamas Agricultural Health and Food Safety Authority (BAHFSA). Funded from BAHFSA's own resources. 2020.

Objectives	Results	Rating	Data sources
Training in the use of the P-IMA framework	Achieved (concurrent with applying P-IMA, see below).		Key informant interviews. BAHFSA Progress report. P-IMA report was not available.
Adapt the P-IMA framework (outcome)	Adapted the P-IMA framework by creating survey and briefing stakeholders so that the framework could be applied virtually. Achieved		
Apply the P-IMA framework to identify the priority SPS capacity building options. Simultaneous training and application of P-IMA. (outcome)	Applied the P-IMA framework virtually. Training was conducted virtually by a P-IMA expert contracted by BAHFSA. P-IMA report produced.		
Inform strategy of BAHFSA (outcome)	New strategic plan.		
Develop E-inspection system for hygiene, high priority (goal)	P-IMA confirmed that the need for E-inspection system was a priority. E-inspection system for health launched in 2023, funded by BAHFSA.		

4. TradeMark Africa. Application of the P-IMA framework funded by the Ministry of Foreign Affairs of the Netherlands.

Objectives	Results	Rating	Data sources
Training in how to use P-IMA	Achieved		Key informant interviews. One P-IMA report for all six P-IMAs applied.
Apply the P-IMA framework to identify the priority SPS capacity building options.	P-IMA applied six times in a region workshop with 30 representatives from Kenya, Uganda, Burundi. Tanzania, South Sudan, Rwanda. Steps of P-IMA were followed (except that National in-country workshops were not carried out).		
Taking the prioritised SPS capacity building options (listed below) forward into TMA plans.			**TMEA-EAC SPS PROGRAMME,** PowerPoint Presentation 17 June 2022.
	Burundi SPS Management in Burundi Horticulture Sector Support to BBN new Lab for decentralised testing		

	Training of FBOs on SPS requirements Implementation of FSMS for selected FBOs Promotion of Voluntary Third-Party Assurance Schemes		
	Kenya SPS Controls for Agriculture Exports– (2020-2023) Improving SPS Governance Systems SPS Gap Assessment for Kenya in collaboration with CABI Investment in SPS Solutions Voluntary Third-Party Assurance Programme - Carrot Value chain		
	South Sudan Improve food safety and food control systems along fish value chain (2022-2024) Training of FBOs on GAP, GHP and HACCP		Not include in TMA plans
	Uganda SPS Controls for Horticulture through Entebbe Airport (2022-2023) Mycotoxin management solutions along Grain value chain Investments in UNBS Central Labs & Decentralised Testing equipment.		Funds secured for laboratories. Funds secured for Aflatoxin control in maize.
	Tanzania Strengthening SPS Systems in Tanzania key exports Support for Ratification of EAC SPS Protocol Integration of national SPS systems with EAC Information Sharing Platform development and domestication of trade facilitation SPS measures; private sector awareness and involvement in implementing SPS measures in Tanzania.		Not include in TMA plans
	Rwanda SPS Controls for Rwanda Livestock and Crop Value Chains Strengthening SPS Governance for Key exports from Rwanda- Honey, Coffee, Hort Produce, Milk Capacity Building of SPS Institutions (RICA) and NAEB Investments in Laboratory Equipment Investments in Coffee Processing Equipment Third Party Assurance Schemes for Rwanda Horticulture.		

Annex 5.3 Priority SPS capacity building options that were funded as a result of P-IMA analyses.

Entity	SPS capacity building option generated through a P-IMA analysis	Value of funds from donors to implement the SPS capacity option	P-IMA analysis estimated costs
Madagascar (STDF/PPG/575)	Unknown, False coddling moth?	COLEAP allocated US$110,000 to a US$1.7million to strengthen the capacity of the National Plant Protection Organization (NPPO).	Unclear on which SPS issue being addressed by these funds.
An organisation who applied P-IMA on own initiative	Aflatoxin control in Maize in Uganda.	US$777,000	US$1.3 million
	5 mobile laboratory vans	US$2 million to establish 3 laboratories in Uganda. Unclear whether these funds were solely for static laboratories or included mobile laboratories.	US$712,900
Belize Agricultural Health Authority (STDF/PG/365)	Animal health and hygiene controls for chicken exports	Unknown	US$472,095
	Animal health control for live cattle exports	The Belize government. Funds unknown.	US$3.5 million
	Animal health and hygiene controls for beef exports	Unknown.	US$488,400
	Laboratory testing capacity for pesticide residues, veterinary drugs, veterinary pesticide residues	Government of Belize, the Inter-American Development Bank (IDB), and the international Atomic Energy Agency (IAEA). Funds unknown	US$646,810
Bahamas Agricultural Health and Food Safety. Applied P-IMA on own initiative.	E-inspection system for imported food	Unknown.	Unknown (P-IMA report not provided)

Source of data: key informant interviews.

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