



Field Report

Evaluation of Australia's support for trade
facilitation programs

Office of Development Effectiveness
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1 Introduction

1.1 Purpose of the Field Visits

The field visits are a critical part of the evaluation of trade facilitation and related assistance. These support:

- In-depth analysis of trade facilitation activities related to selected DFAT investments.
- Exploring linkages between trade facilitation and the other components of AfT: ‘building productive capacity’ and ‘economic infrastructure’¹. However, the evaluation will primarily focus on “at the border” trade facilitation programs
- Identification of case studies that exemplify key findings and lessons learnt drawing from the four investments.
- Gaining an improved understanding of trends and challenges in trade facilitation and related assistance across the Asia Pacific region.

Definition

For the purpose of this evaluation we use the term **‘Trade Facilitation and related Assistance’** which includes:

All activities and efforts that remove obstacles to the movement of goods and services across borders, and any other technical assistance or capacity building projects and programs that enhance or facilitate trade including:

1. simplification and harmonization international trade procedures including import and export procedures (customs valuation, licensing procedures, transport formalities, payments, insurance).
2. support to customs departments
3. tariff reforms
4. sanitary and phytosanitary measures
5. regulatory reform

1.2 Focus

Four DFAT investments relating specifically to ‘trade facilitation and related assistance’ have been examined in depth. The four investments are listed in the table below. The investments were chosen because they have strong strategic priority for Australia; have sufficient data and resources available

¹ However, the evaluation will not specifically examine the effectiveness of investments in economic infrastructure or building productive capacity.

to conduct an evaluation, and have strong components of trade facilitation and related assistance. In addition these investments operate in the regions that Australia considers a priority.

Project	Value (AUD Million)	Location	Description
AECSP	20	Asia Regional 2010-18	AANZFTA Economic Cooperation Support Program (AECSP) is a 5-year program that helps build the capacity of ASEAN countries to access the benefits of the AANZFTA negotiated in 2010. The ASU is located in the ASEAN Secretariat. The field visits focused on three activities - ASEAN Regional Diagnostic Network (ARDN), Rules of origin (ROO) training; and Madrid Protocol.
Trade Development Facility (TDF) 2	19.8	Laos 2013-17	The Trade Development Facility (TDF) 2 provided support across five components: trade facilitation, sanitary and phyto-sanitary rules and technical barriers to trade, export competitiveness, business environment, trade policy, trade agreements and global opportunities, and strengthening the National Implementation Unit.
PHAMA	34.2	Pacific Island Countries 2009-17	Pacific Horticultural and Agricultural Market Access (PHAMA) is a trade facilitation program to assist the Pacific Island countries and territories (PICTs) to address market access issues. PHAMA (Phase 2) assists Samoa, Tonga, Solomon Islands, Vanuatu and Fiji ² by addressing the quarantine, sanitary, phyto-sanitary and other market access requirements.
PACER Plus	13.3	Pacific Island Countries 2007-16	Pacific Agreement on Closer Economic Relations (PACER) Plus supports Forum Island Countries through greater regional trade and economic integration. It's helping Forum Island Countries to participate and engage effectively in PACER Plus negotiations.

The field visits also included attending the **7th Asia-Pacific Trade Facilitation Forum in Wuhan, China**. This forum focussed on deepening regional integration through trade facilitation and discussed the current trends and challenges in trade facilitation in the Asia-Pacific region.

² In 2015 PNG also joined PHAMA and PHAMA will assist in PNG's ongoing agriculture sector development and trade facilitation initiatives

1.3 Field Visit Locations and Related Activities

The field work was conducted between October 6 and November 5, 2015. Over 45 interviews were conducted and additional quantitative information was sought from government counterparts where relevant. The locations and related activities are summarised in the table below:

Field Visits	Investments and Activities
Melbourne 6-9 October	<ul style="list-style-type: none"> • PACER Plus Negotiations • 12th Inter-sessional Meeting • Interviews held with participants on PACER Plus
Port Vila, Vanuatu 11-13 October	<ul style="list-style-type: none"> • PACER Plus – Office of the Chief Trader Adviser (OCTA) • Department of Foreign Affairs and External Trade • Chamber of Commerce • PHAMA – Vanuatu project team • PHAMA – Market access working group and Industry Access Working Group
Suva, Fiji 14-16 October	<ul style="list-style-type: none"> • PHAMA Implementation Team • Market Access Working Group • Chief Economist, Ministry of Agriculture • Fiji Export Council • Pacific Islands Forum Secretariat • Producers and Farmers
Wuhan, China 20-22 October	<ul style="list-style-type: none"> • 7th International Trade Facilitation Forum (including workshops)
Vientiane, Laos 25-29 October	<ul style="list-style-type: none"> • Department of Agriculture (ARDN) • National University (ARDN) • TDF 2 World Bank Team • National Implementation Unit (NIU - TDF2) • Foreign Trade Policy Department • Ministry of Industry and Commerce, Department of Import and Export • Garment Skills Development Centre • Business Assistance Facility • Ministry of Labour and Social Welfare
Phnom Penh, Cambodia 2-5 November	<ul style="list-style-type: none"> • Department of Plant Protection and SPS (ARDN) • Royal University of Agriculture (ARDN) • General Directorate of Agriculture (ARDN) • Department of Customs and Excise (Rules of Origin) • Department of Intellectual Property (Madrid Protocol)

1.4 General Areas of Inquiry

The field visits focussed on obtaining evidence to address the following key evaluation questions as in accordance with the terms of reference of the evaluation:

1. **Impact on capacity:** How and to what extent have DFAT investments in trade facilitation affected the capacity of the partner countries to increase international trade?
 - This question will explore the nature, description, type and evidence in relation to any outcomes resulting from the four Australian investments and which ones have been effective and why.
 - The assessment of improvements in capacity will be based on an assessment of progress of activities and reforms, and feedback from the stakeholders or recipients of Australian funded assistance. Every effort was made by the evaluation team to triangulate the evidence.
2. **Achieving economic and development goals:** To what extent have the relevant DFAT investments led to positive changes in achieving the partner country's broader economic and development goals? Is there evidence to suggest this?
 - This question will explore whether there were any broader benefits or unintended consequences from the investments. Gender equality and womens' economic empowerment will be a particular focus.
3. **Comparing to international good practice:** How do DFAT supported trade facilitation investments compare with international good practice?
 - This question will explore how other donors, multilaterals or other organisations have performed in this area, and the lessons that Australia can learn from good international practice.

2 PACER Plus

2.1 Context and Current Situation

Australia's objective through "Pacific Agreement on Closer Economic Relations (PACER) Plus negotiations" is to increase trade and investment in the Pacific region, thereby creating more business opportunities, stronger economic growth, and more jobs. The negotiations were launched in 2009 and involve Australia and New Zealand, and 14 Pacific Islands Countries (PICs).

Market access negotiations commenced during the 12th inter-sessional meeting held in Melbourne in October 2015. On development assistance and labour mobility, two issues of critical importance to PICs, parties have reached convergence on a "Development and Economic Cooperation Chapter", which commits Australia and New Zealand to providing PICs implementation assistance and broader Aid for Trade to help them address supply-side constraints; and reached in-principle agreement to the establishment of a regional framework for labour mobility cooperation including the Pacific Labour Mobility Annual Meeting (PLMAM). Australia and New Zealand have also expanded their respective seasonal workers scheme for Pacific Island countries.

The Office of the Chief Trade Adviser (OCTA), established in March 2010, is dedicated to supporting the countries in their negotiations with Australia and New Zealand. OCTA assists the PICs to analyse trade policy issues, develop negotiating strategies, facilitate the development and coordination of negotiating positions, supplement trade negotiation capacity, and advance their positions in trade negotiation meetings. The negotiations have also been supported by a capacity building program comprising trade negotiation training and support for analytical work.

The capacity of trade officials in participating countries has been built and supplemented by OCTA through: (1) attending a structured University course at the University of Adelaide which requires attending lectures and workshops for one week approximately every two months over a 2 year period; (2) secondees to OCTA for a period of 3 months to work on a range of trade negotiation issues as part of the OCTA team, including the preparation of market access offers; (3) through participation in PACER Plus Inter-sessional meetings, negotiations and consultations with technical experts, and (4) OCTA technical experts providing specific support in-country on a demand-driven basis.

2.2 Key Findings

Impact on Capacity

The key finding of the field visits is that the PACER Plus to date has succeeded in improving the capacities and knowledge of some officials of some PICs in negotiation skills. There is evidence of enhanced capacities of the PIC officials who are now negotiating and concluding chapters on behalf

of their countries.³ The PACER Plus negotiations have been in progress for 6½ years and, while there has been stability in the composition of the majority of PIC negotiating teams, a small level of attrition of PIC negotiators has occurred. A commitment by the PICs to adopting ways of retaining capacities along with a continuing commitment to trade policy training would be appropriate under the circumstances. Overall there is evidence that through Pacer Plus the capacities of certain trained individuals have been built, which are resulting in the preparations required to instigate reforms in their respective countries.

Other key findings are:

- All PICs agreed that OCTA has and continues to play a valuable role in building capacity of their officials on negotiation related technical skills and general coordination.
 - OCTA has offered secondments to 13 officials representing nine PICs. The officials interviewed found this experience critical in terms of improving their understanding of technical and legal trade concepts and terminology. They quoted that the training has improved their skills and confidence to negotiate effectively.
 - PICs consider OCTA to be a good platform for them to raise concerns and exchange ideas with other members. OCTA is a key coordination body which provides targeted technical advice on relevant topics of the free trade agreement, without which they would not have advanced in the negotiations and closed a number of chapters to date.
- The PACER Plus has provided training to 32 officials from the PICs, between 2008 – 2013 at the Institute for International Trade, University of Adelaide.
 - A perception survey conducted as part of this evaluation found that this training was effective. 94% considered the training effectively increased their knowledge of how to negotiate and implement a PACER Plus Agreement. Two thirds of survey respondents had been promoted subsequent to the training. 82% of respondents said the training improved their awareness of the impacts of trade on women.
 - A high proportion of trainees and secondees have become chief negotiators for their countries based on acquired skills and knowledge.
- The PACER Plus initiative has also provided research funding of approximately \$65,000 to each PIC and to date all (except for Fiji and PNG) have used the grant to conduct a feasibility study on the impact of PACER Plus on their countries through reputable research organisations (e.g. Institute of International Trade).
- Some PICs perceive a number of constraints which may result in delays concluding PACER Plus negotiations. Some respondents pointed to constraints such as, limited capacity within

“Support is really crucial to us. Before the secondment we didn’t have the capacity to craft market offers. Now we can go back and see the gaps”

Chief Trade Negotiator for Goods, Samoa

³ It is noted that PACER Plus is one of many initiatives that have contributed to building the capacity of trade officials. Through the interviews it was found that not all improvements in capacity can be attributed to the PACER Plus initiative. The assessment is based on stakeholders’ and recipients’ comments during interviews and every effort has been made by the evaluation team to triangulate the evidence.

Government departments, lack of trade experts, staff attrition, extensive time required to do domestic consultations, and limited engagement with the private sector.

Achieving economic and development goals

Assessing the trade outcomes are difficult to ascertain since the negotiations are still ongoing. However, the evaluation identified the following issues that may impact on the broader economic and development goals of PICs:

- PIC negotiators perception is that OCTA is recently rushing the negotiation process while not taking into account domestic consultation and clearance timeframes. While some respondents commented that OCTA is progressing the negotiations at a reasonable pace to ensure they are concluded in line with the direction of Leaders, some were concerned that negotiations were happening too quickly.
- The benefits of PACER Plus for the PICs appear to be not well understood by some stakeholders (e.g. media and NGOs) despite OCTA's efforts to communicate widely on this issue⁴.
- PICs perceived the trade negotiations to be 'gender neutral'.
 - There is limited knowledge among the respondents about links between trade negotiations and women's economic empowerment. It was perceived that trade benefits will apply to all men, women and children and trade is 'gender neutral'.
 - Gender considerations were not an explicit focus of the original concept or design of PACER Plus negotiations, and therefore not formally monitored or evaluated in OCTA's formal work plan.

⁴ OCTA has produced 'benefits and myths' publication to address misconceptions and inaccuracies and has been proactively communicating the messages around benefits.

Building Capacity to Negotiate better in PACER Plus



Mr Alipate Tavo works for OCTA as Trade Policy officer. He is originally from Tonga. He attended the University of Adelaide course provided by OCTA in 2009-10. In his 2 year training he studied various technical aspects of trade including: SPS, goods, services, investments, legislations and IP negotiations etc. As a result of this training, Alipate now understands the trade challenges regionally and the underpinning technical and legal aspects and terminology. He is now able to use a 'win-win' approach during negotiations. He is carrying out comprehensive consultations with Tongan national stakeholders i.e. Government ministries, NGOs, Chambers, and business/industry associations. He feels more confident in his abilities to deliver correct information to the senior Government officials. OCTA training gave him a strong regional perspective and skills needed to participate in PACER Plus negotiations. Alipate wants to work for the WTO in the near future and represent Tonga.

With Alipate's enhanced knowledge of trade issues and his ability to lead in consultations, Tonga has prepared a Market access offer in goods which was tabled at the 12th inter-sessional PACER Plus negotiations meeting in Melbourne October 2015.

- A large number of PICs were represented by female negotiators, and all PICs tend to encourage women to participate in negotiations.

Comparing to international good practice

The establishment of OCTA as an independent advisory group to assist countries in trade negotiations can be considered good practice. It is accessible and provides PICs with the option for trade officials to be trained or to request technical assistance for specific issues in-country.

However, there does not appear to be an overall capacity development framework that acknowledges and proposes a pathway to address the attrition rate of trained staff or a suitable mechanism to ensure those trained can apply their knowledge. It was suggested by OCTA that a better selection process is to have prospective students or trainees complete the WTO online modules as a screening process to ensure those dedicated and interested attend the training programs.

2.3 Recommendations

1. Australia should encourage Pacific island governments to promote the benefits of Pacer Plus, and to bring along their national stakeholders. Whilst some have professed the benefits, particularly in relation to increased labour mobility and development assistance, there is scope to do more. Pacific island governments could also be encouraged to utilise the networks established through programs like PHAMA to communicate the benefits of the agreement.
2. OCTA should provide more 'one-on-one' support to each PIC to assist with their needs and concerns in terms of the final negotiations and to convey the benefits during consultation processes.
3. OCTA or its successor (the implementation unit) can adopt mandatory gender equality, social inclusion and women's economic empowerment considerations as part of its design and ongoing implementation.
4. Future programs should consider a more integrated capacity development framework using online training modules, possibly leveraging from Australia Awards programs, to build long term capacity and stronger internal advocacy and linkages with Australia.

3 Pacific Horticultural and Agricultural Market Access Program (PHAMA)

3.1 Context and Current Situation

The Pacific Horticultural and Agricultural Market Access Program (PHAMA) was designed in 2009 as a two phase program of four years each phase. Its goal was to open greater market opportunities and increase exports of high value primary products from five PICs (Fiji; Samoa; Solomon Islands; Tonga and Vanuatu) to contribute to increased economic growth and improved rural livelihoods. PHAMA helps PICs manage the regulatory aspects associated with exporting primary products, including fresh and processed plant and animal products. It is now in its second phase following a positive mid-term review (MTR) conducted in early 2013.

The findings of the mid-term review (MTR) highlighted the significance of PHAMA as a strategic regional priority with its market feasibility assessments providing valuable direction. Technical assistance to meet biosecurity requirements, quarantine regulations, and to support research and development, was also highly regarded.

The MTR identified the Market Access Working Groups (MAWGs) as a significant achievement of PHAMA during the first phase. These were also seen as a replicable model by government, facilitating private sector engagement. MAWGs have become well institutionalised during phase 2 in all participating countries: Fiji, Samoa, Solomon Islands, Tonga and Vanuatu. In addition, Industry Working Groups (IWGs) have been established either under PHAMA or independently to broaden engagement with the private sector in key export industries such as livestock, fisheries, cocoa, coconut and forestry.

The major challenges identified in the mid-term review included: (1) improving its monitoring and evaluation approach using a clearly defined program logic model and performance framework to capture progress and outcomes; and (2) explicitly mainstreaming gender and social inclusion to raise awareness amongst stakeholders while developing practical approaches to address gender equality and social inclusion in programming.

Recently the project has added Papua New Guinea (PNG) to the list of participating countries. PHAMA has been provided with an additional \$5m to invest in PNG until 2017.

“PHAMA is very important. It acts as a conduit between government and the private sector. It has helped to build bridges. Through PHAMA huge leaps in market access development have been achieved”

Chief Economist, Ministry of Agriculture, Fiji

3.2 Key Findings

Impact on Capacity

Overall PHAMA is providing good technical support to government, farmers and producers in developing standards and improving quality, but external factors affecting the supply chain is limiting farmers' abilities to service existing and new markets. There is evidence of improved capacity amongst the private sector producers and government services, including a shared understanding of the issues and constraints to gaining new, and maintaining existing, market access. Through PHAMA the relationships and coordination between government and the private sector have been strengthened; and the private sector has been given a voice to discuss its concerns with senior levels of government.

Gaining new market access has been found to be very challenging with the process taking between 5 and 13 years⁵ for access to Australian markets. It is very difficult for countries to meet biosecurity requirements, and often just maintaining market access is a challenge. Strict sanitary and phytosanitary standards (SPS), market lobby groups, and the possibility of opening up markets for other importers, all contribute to decisions on new market access in Australia.

In response to market demand the evaluation found that PHAMA has shifted its capacity development focus to:

- Maintaining market access for key exports by ensuring robust SPS procedures and processes are in place and can be maintained.
- Servicing existing viable markets with improved quality standards of production and ensuring supply chains can meet demand.
- Exploring opportunities with other overseas markets including the US, Korea, China and the EU; as well as inter-island trade.
- Strengthening facilitating structures so that private sector providers and government regulators can engage in meaningful discussions about barriers to trade and enhancing existing opportunities.

In coordination with other donors and government, PHAMA has built capacity in SPS to address market access issues, and has improved awareness and understanding of SPS requirements with government and the private sector. PHAMA has contributed to building the capacity of government to understand private sector needs.

PHAMA is seen by stakeholders and beneficiaries to be reasonably flexible in meeting demands and being responsive to emerging issues. One criticism is that the scope of the program does not allow it to fund the action plans of the IWGs. Some members have become disillusioned because they need to find alternative sources of funding to implement their plans.

⁵ During the PACER Plus Inter-sessionals in Melbourne in October, 2015, and during interviews with key informants in Fiji and Vanuatu, gaining access to markets in Australia was perceived as being a difficult and prolonged process. The time taken to gain access was estimated at between 5 and 13 years. The perception was that Australia was more difficult than New Zealand and influenced by high standards and local industry lobby groups. However the benefit was that if market access could be achieved in Australia then the higher standards could be applied elsewhere to gain market access.

It is evident from talking to many stakeholders in the private sector and government that there is limited knowledge amongst stakeholders engaged in PHAMA on the benefits of PACER Plus to improve regional trade. There is an opportunity to promote PACER Plus amongst MAWGs and IWGs.

Achieving Economic and Development Goals

The evaluation found that PHAMA is making contributions to achieving the social and economic goals of PICs by:

- Opening up access to new markets for many businesses e.g. ginger, kava, Tahitian limes, turmeric, watermelons, taro, papaya etc. which has improved the income of poorer farmers through extensive harvesting networks using intermediaries.
- PHAMA has been able to provide critical support to maintain market access. The evaluation found that PHAMA has assisted in preventing the loss of market access for key exports such as papaya, taro and Tahitian limes where they were in danger of future restrictions.
- PHAMA support has led to improvements in supply chains to ensure export quality standards are maintained and goods, such as handicrafts, meet export requirements. PHAMA has assisted in producing guidelines and standards to ensure importers are confident goods will not be restricted from entry.
- Identifying non-viable market access propositions due technical issues or market limitations. This has saved on opportunity costs for the private sector and government.

“When exports are halted because of biosecurity issues it can affect local small holders. For example when eggplants were briefly stopped the price dropped from \$15 to \$2 and some farmers were just dumping their stock.”

Fiji Market Access Working Group

The PHAMA program has had some positive outcomes on women’s economic empowerment:

- Sectors targeted for support have included those with predominantly female producers such as handicrafts and small-holder farmers, or predominately female workforces such as fish and horticultural product processing.
- Export development grants have been approved for enterprises that are owned and/or managed by women.
- In Fiji and Vanuatu at least two chairpersons of the MAWGs (and sector working groups) were

Improving market access through trade facilitation measures reaches poor and disadvantaged households (Sanitary and Phytosanitary, Accreditation and Quarantine assistance):

Ben’s Trading, a Fijian exporter of Taro to Australia and New Zealand supermarkets supported through PHAMA, sources its products from around 80,000 to 90,000 producers - from those who supply one or two, to big producers. Assistance was provided in terms of the development of operational procedures to meet quarantine requirements and development of market access offers. Collection centres are located all over the country reaching many poor and marginalised areas. Ben’s Trading is now a multi-million dollar business owned by a husband and wife team who employ about 160 women and 40 men many of whom come from disadvantaged backgrounds.

Kava is grown by about 60 per cent of people in Fiji and 20,000 households in Vanuatu. To these households it is “like their ATM”. They just pull up a few plants and sell it when they need cash. Although local demand is high, projects like PHAMA are working on improving the quality in terms of development and publication of kava quality field guide and associated materials so that export markets can expand and prices for quality product will increase to benefit many small households and villages.

female.

At the outset it should be noted, however, that these outcomes were not specifically sought. As also noted by the mid-term review, gender considerations were insufficiently incorporated into the design of the program. Lack of specific focus on gender has been acknowledged by the program managers and implementers, and they are actively seeking opportunities to improve this.

Women's economic empowerment through handicraft market access in Vanuatu



Mamas', as they are affectionately termed, are female handicraft producers and sellers in Vanuatu where women make up 88 per cent in the handicrafts industry. Handicrafts are an important source of income for households – almost half of all households (46 per cent) rely on the sale of fish, crops and handicrafts as their main source of income.

Each year, Vanuatu receives around 280,000 cruise ship and 110,000 air passengers, mainly from Australia and New Zealand. These tourists spend AUD4 million annually on handicrafts and souvenirs. However, the current sales figure underestimates the potential – many tourists are reluctant to purchase items for fear they will be confiscated by quarantine and border protection due to the lack of clear information about the biosecurity concerns of Australian and New Zealand authorities.

To help tourists make more informed decisions, PHAMA has produced a series of guides and other awareness materials for vendors, operators and tourists about handicrafts quarantine standards. Assistance has also been provided to Biosecurity Vanuatu to enable staff and industry stakeholders to more effectively communicate quarantine risks. Display cabinets and example handicraft materials have been installed on cruise ships which service Vanuatu. These initiatives are helping the Mama's sell more to Australian and New Zealand tourists. Similarly these guidelines have the potential to support other Pacific Island countries in a similar way.

Comparing to international good practice

PHAMA is an effective and 'one of its kind' program in the Pacific. Examples of good practice include:

- Establishing Market Access Working Groups (MAWG) and Industry Working Groups (IWGs) represents best practice in terms of stakeholder involvement and dialogue with public and private sector. It is a market driven approach that helps to identify commercially viable opportunities.
- PHAMA has improved relationships between different PIC stakeholders and Australian biosecurity officials by establishing counterparts in Australia to work on market access issues. This has resulted in a shared understanding of the issues surrounding market access of specific agricultural goods.

"The interaction within and between MAWGs, IWGs and industry was an eye opener. It forced people to come together and deal with problems. They are a good mix of big and small players creating wider networks and helping each other. They are cross sectoral as well and have come up with great ideas together. Things like developing quality standards and ideas for training farmers to plant, grow and harvest produce. Big players are helping and advising small players to become established."

- **Director General, Chamber of Commerce, Vanuatu.**

3.3 Recommendations

1. Pragmatic approaches to strengthen women's empowerment, gender equality and social inclusion should be used for sector selection; export development grants; value chain development; and MAWG and IWG representation and activity selection. Monitoring and evaluation should reinforce these approaches by setting gender specific targets and reporting on gender and social inclusion outcomes through case studies.
2. As recommended by the MTR PHAMA should continue to strengthen its monitoring and evaluation system to further demonstrate the positive outcomes the program is having.

4 AANZFTA Economic Cooperation Support Programme (AECSP)

4.1 Context and Current Situation

The AANZFTA Economic Cooperation Support Programme (AECSP) was established in 2010 and supports economic cooperation activities and long-term projects aimed at the implementation of the FTA and achieving broad economic integration and improved business utilisation. The AECSP funds the five-year Economic Cooperation Work Programme (ECWP) and the AANZFTA Support Unit in the ASEAN Secretariat. The ECWP consists of a range of activities across nine broad components covering goods, services, investment, intellectual property and competition-related aspects of AANZFTA.

Under the ECWP, the ASEAN Regional Diagnostic Network (ARDN) Project was launched in 2010. It is a multi-year project aimed at enhancing the capacity of ASEAN Member States to certify plant pests and diseases; promote regional networking of this capacity; and supporting the adoption of new diagnostic techniques. ARDN provides training workshops, in-country mentoring activities, mentored field surveys, and procurement of imaging equipment and high-resolution microscopy equipment. It has also facilitated the use of CABI⁶ as a Clearing House for the Network.

Two other AECSP Projects; a) Rules of Origin training and b) support for accession to the Madrid Protocol, were also covered during the field visit to Cambodia. In 2013, training was provided on Rules of Origin. The workshop was attended by four customs officers two from Ministry of Commerce and one from Ministry of Finance. All participants were trainers and the workshop included training on ROO and providing bilingual manuals. Support for the Madrid Protocol was provided by IP Australia and included training and visits to Canberra for Ministry of Commerce staff. In May 2015, Cambodia became the first country in ASEAN to accede to the Madrid Protocol.

4.2 Key Findings

Impact on capacity

The support provided through ARDN targets two groups

- It targets government agencies directly responsible for identifying and managing plant pest and disease;
- It supports university academics working in this area.

In Laos and Cambodia, the capacity of both groups, by their own admission, is very low.

⁶ CABI is the Centre for Agriculture and Biosciences International. It is an international not-for-profit organization that applies information and applying scientific expertise to solve problems in agriculture and the environment. Its head office is in Oxfordshire, UK and it has 21 locations with over 400 staff around the world.

The ARDN support for government agencies appeared to be more coherent in comparison to the support delivered to the universities. Support for government agencies related directly to their pest identification function and their needs for improved capacity. The ARDN support for university departments and individual academics appeared to be more opportunistic. The support for universities provided other Australian agencies, such as ACIAR, with useful contacts and support.

Government agencies in Laos and Cambodia said that the greatest benefit of ARDN was the improvement in their capacity to identify pests and disease and manage their relationship with other countries. The second most common benefit identified was the ability to network with other ASEAN members. Networking occurs through CABI's regional centre in Malaysia that acts as the Clearing House for ARDN information requests. While this network seemed to work, there were instances of it not generating any response to an inquiry, reflecting the voluntary nature of the network.

The training provided through ARDN has been used by Cambodia's Department of Plant Protection and SPS to train their provincial inspectors who now have better understanding of quarantine and are able to identify and control pest outbreaks. The approach of train the trainer was also used under the AECSP funded Rules of Origin training and led to more than 80 customs check points officers being trained.

The microscopes and equipment provided through ARDN were seen as helpful in the process of pest identification and sharing information, however, in some cases a lack of training or related equipment and basic supplies, limited their full utilisation. For example, not being able to prepare the specimens so that they could be shared with the CABI network or slow internet speed that prevented the sending of large files, sometimes limited the utilisation of the equipment and network.

Achieving economic and development goals

Cambodia and Laos have limited capacity in dealing with pest and plant disease. This has a significant impact on agriculture production and directly impacts the countries' ability to trade. The ARDN project has helped, but significant capacity shortfall remains. For example, in consignments of vegetables from Laos to Europe, 60 cases were rejected in the week prior to the interview, amounting to 50% of total exports to the EU.

"We now have the knowledge to analyse and prepare documentation with import country."

Deputy Director, Department of Plant Protection and SPS, Cambodia

Economic gains through the ARDN identification of pests and as reflected in the number of trade mark inquiries under the Madrid Protocol, have directly benefited segments of the private sector. The economic gains also contributed to the political will for further economic reforms. The poor in the agriculture sector have also benefited. Three quarters of the population remain tied to agriculture and pest identification and the ability to prevent significant loss to trade, has a direct effect on smallholder contract farmers.

Examples of ARDN impact on trade include:

- In Laos, it helped the Plant Quarantine and Regulatory Divisions, identify pest outbreak in Cassava exports to Thailand, Cambodia and Vietnam. Cassava is the country's third largest agriculture crop. In 2014, the value of Cassava exports to Vietnam was valued at over AUD 7 million,
- In Laos, the ARDN training also helped with market access for corn to China and Thailand. Laos tried unofficially in 2002, tried officially in 2004, and tried again with the help of ARDN

in 2008 and finally received access. Laos is now exporting Corn to Thailand. Corn is the second largest crop produced, after rice. In 2009 exports of Maize grew by over 70 percent compared to the previous year and in 2012, Maize exports accounted for over AUD 28 million.⁷

- In Cambodia the training has helped the Department of Plant Protection and SPS prepare an MOU with China on exporting rice and cassava. While rice exports from Laos are small, in 2013, 41 per cent of total rice exports and 55 per cent of corn went to China.⁸
- Cambodia became the first country in ASEAN to accede to the Madrid Protocol. Between March and June 2015, there have been close to 500 inquiries related to trademarks.

The Laos and Cambodia government showed good awareness of the need to facilitate women's participation. In Laos it was integrated into the National Socio-Economic Development Plan, and in Cambodia it was part of the government's emphasis on promoting women in the workforce. The two governments included women in training and were open to DFAT's suggestions regarding gender inclusion. For example, the Cambodia Department of Plant Protection and SPS said on average 40 per cent of those trained were women and that ARDN insisted on good gender representation.

Comparing to international good practice

ARDN emerged out of the AANZFTA and works through the ASEAN Secretariat. In Cambodia there does not seem to be a formal mechanism for donor coordination in the area of SPS and bio-security. While in Laos this seems to occur through the SPS component and the National Implementation Unit (NIU) of TDF-2.

Elements of good practice include:

- Focus on capacity development specific to needs. The support provided for building the ARDN has allowed several ASEAN countries, including Laos and Cambodia, to develop individual and organisational ability to meet their objective of pest identification and management. This has been achieved through improving in-country capacity and using a network approach to increase the national organisations' capacity.
- Working through ASEAN partnership arrangement has meant that, in line with The Paris Declaration on Aid Effectiveness, significant ownership of the ARDN exists among the participating members. The process of selecting AECSP activities through the Committee structure of the AANZFTA has also meant that the ARDN, like other AECSP activities, aligns with regional priorities,⁹
- Use of 'train the trainer' approach. Success from such an approach can vary, depending on how it is implemented, however, in the case of the ROO's training, it has led to already qualified trainers enhancing their capacity to train others and provided them with bilingual manuals to carry out such training. It has allowed a relatively small investment to be leveraged into having a much greater development impact.

⁷ See <http://knoema.com/FAOTSJUL2015/trade-statistics-crops-livestock-products-live-animal-july-2015>.

⁸ See http://atlas.media.mit.edu/en/visualize/tree_map/hs92/export/Laos/show/1005/2013/.

⁹ The selection process that led to the ARDN and its implementation through a regional mechanism also aligns well with OECD key elements of best practice in Aid for Trade. See <http://www.oecd.org/trade/aft/39464456.pdf>.

- Government to government relationship in the implementation. In all three AECSP activities' (ROO training, ARDN and the Madrid Protocol) the ASEAN government officials indicated that they appreciated the government to government relationships in the implementation process. It provided The Australian Government with recognition for its contribution and developed government to government ties. Furthermore, it directly contributed to the recipient countries' political will to implement.
- Development of a regional network. Given Laos and Cambodia's limited resources and capacity, the use of a regional network of likeminded government officials and similar institutions, some like Malaysia with greater capacity, allows, through a sustainable model, members of the ARDN network to expand their capacity beyond its own resources.

Lessons learned

- While much of the success of ARDN can be attributed to the dedicated staff in Australia's Department of Agriculture, it also meant that success was very dependent on specific individuals.
- The ASEAN Support Unit provides program and procurement oversight but cannot provide or replace the need for more institutional structure.
- The coexistence of DFAT bilateral and regional programs offers opportunities to coordinate delivery and leverage Australia's various forms of aid for greater impact.

4.3 Recommendations:

1. Develop an institutional framework around ARDN to provide country ownership and a more coherent approach that connects the different elements of the program and avoids over reliance on individuals.
2. DFAT to ensure that bilateral and regional strategies and programs are better integrated.
3. Australian aid should seek to more directly and explicitly design gender into its trade facilitation support. In Laos this can be done through the support provided for TDF-2 and in Cambodia through the AECSP work program.

5 Trade Development Facility (TDF) 2

5.1 Context and Current Situation

TDF-2 is a World Bank Group (WBG) multi-donor project. Australia is the largest donor with a contribution of AUD 5 million out of a total of USD 14 million. TDF-2 is also Australia's most important private sector development (PSD) investment in Laos PDR. Implementation is from April 2013 to March 2017. In October 2015, the World Bank's Mid Term Review was released to the Minister of Industry and Commerce.

The development objective of TDF-2 is to support the implementation of the Laos Government's trade and integration priorities outlined in the 2012 Diagnostic Trade Integration Study Roadmap, and in particular to contribute to improved competitiveness and diversification, focusing outside the natural resources sectors. TDF-2 has three main components:

- Component A: Trade facilitation, trade policy and regulations
- Component B: Diversification and Competitiveness, and
- Component C: Mainstreaming Aid for Trade

5.2 Key Findings

Impact on capacity

TDF-2 has resulted in significantly improved capacity of the government's National Implementation Unit (NIU). The improvement has been achieved through a nexus between Australian scholarship graduates and the technical support provided by the WBG. While Australia's scholarship program is significant in Laos, the concentration of scholarship recipients' on the NIU is even higher with $\frac{3}{4}$ having graduate degrees from overseas universities and a significant number of those from Australia.

The NIU improved capacity is less by design and more by the fortuitous combination of technical support provided by the World Bank and the concentration of likeminded foreign graduates. The NIU has actively recruited foreign trained nationals.

The capacity of the NIU to manage oversight of TDF-2 is illustrated by the shift from the NIU acting as a focal point to proactively managing the program and coordinating six donors, including bilateral funding from USAID. Because of its demonstrated capacity, the NIU has also been tasked by the government with a number of other roles not necessarily central to its intended function. Other functions it has taken on include:

- Preparing for Laos's chairmanship of ASEAN next year
- Helping with the drafting of the Ministry's 5-year plan

- Contributing to the National Development Plan
- Managing the Public Private Dialogue
- Acting as the secretariat for the Program Executive Committee.

There is a risk that tasking the NIU with too many responsibilities may overextend their capacity. The NIU demonstrated capacity to manage government affairs has led to an increase in responsibility supported by donors and government alike. The increased responsibility is partly a reflection of the NIU's demonstrated capacity but also because the limited capacity in other parts of government.

Contributing to economic and development goals

TDF-2 has laid the foundation for economic benefits to be achieved. The Trade Web Portal developed under TDF-1 and 2 has delivered benefits. Strong support by the private sector for the web portal and the identification of 300 Non-Tariff Measures (NTM) demonstrates success and has provided support for further reforms. It is being accessed by a large number of people and is used to improve transparency in trade facilitation. However, for other benefits to be fully realised a number of reforms that are in the “pipeline” need to be implemented. This includes:

- The approximately 300 Non-Tariff Measures currently listed on the Web Portal to be reviewed and streamlined. The ToRs for a pilot project have been designed and waiting for government approval.
- The implementation of the telecommunication reforms, including the passing of the regulations currently with government; the implementation of the decree to create a specialist agency – The National Communication Authority (NCA) and the capacity building for implementation of the NCA.
- Implementation of the new law on insurance services, including capacity development to manage the new role and functions.
- Professional services Mutual Recognition Agreement (MRA) under the ASEAN MRA framework to be implemented.

The Laos government recognises the importance of gender. The draft Five Year National Socio-Economic Development Plan VIII (2016-2020) (8th NSEDP) has integrated gender throughout the plan and includes separate sections on “Population, Gender, Advancement of Women, Mothers and Children” and the “MDG 3: Promote Gender Equality and Empower Women”. The World Bank through its global practice promotes gender in trade and has published on trade and gender. However, in practice mainstreaming gender has proven more challenging. Under TDF-2 the work done by the ILO with the Ministry of Labour and Social Welfare scores well on including gender in its program, less so for other components of TDF-2.

Comparing to international good practice

Several components under the TDF-2 clearly represent close to, if not best practice. There is a strong sense of government ownership demonstrated by the NIU leadership role and the National Steering Committee for Economic Integration chaired by the Deputy Prime Minister. At the same time and as a general observation, the urgency within the Laos government for implementing reform has somewhat diminished since accession to the WTO was achieved.

Other “good practices” include:

- The Trade Web Portal which has improved transparency and a resource for identifying government regulations related to trade and trade facilitation;
- The identification and development of a process to review the NTM. The identification and the publication of the NTM is a major milestone. Next step will be a pilot to review and streamline the identified NTM.

Lessons learned

- Enable capacity building requires a targeted approach of which only one element is technical inputs.
- Reporting on processes and outputs needs to be balanced with reporting on outcomes and impact.
- For achieving development outcomes, government capacity to manage development processes need to be matched by political will.

5.3 Recommendations

1. To complement the technical inputs, a capacity building framework should be developed and implemented to ensure capacity is developed by design.
2. To avoid the NIU being a victim of its own success, consideration should be given to developing capacity within other parts of government by devolving some of its tasks and responsibilities
3. Given the size of the program and the time it takes to procure through WBG systems, it is useful for DFAT to maintain some flexibility in the bilateral program to fund activities that are a priority but fall outside of or will take too long to fund under the WBG.
4. Greater focus should be given to measuring and reporting outcomes and impact, including communicating the practical application of reforms.

6 7th International Trade Facilitation Forum

6.1 Conference Overview

The Asia-Pacific Trade Facilitation Forum (APTFF) is the main regional forum to exchange information, experiences and practices for trade facilitation in Asia-Pacific, identify priority areas for regional cooperation, and learn about new tools and services to increase the efficiency of trade and cross-border transactions. The 7th APTFF, jointly organised by United Nations Economic and social commission for Asia and the Pacific (UNESCAP), and Asian Development Bank (ADB) was held in Wuhan, China on 20-21 October 2015. The forum specifically focussed on emerging issues in trade facilitation such as the WTO Trade Facilitation Agreement (TFA) implementation, trade facilitation for SMEs and agriculture, and the emergence of cross-border e-commerce and implications for paperless trade and regional integration.

6.2 Key Messages and Suggested Actions

1. Prioritising trade facilitation measures will help to reduce trade costs and improve the efficiency of cross-border transactions. Suggested actions for countries in the Asia Pacific include:
 - a. Quickly ratifying the WTO Trade Facilitation Agreement
 - b. Using measures in the agreement to provide practical ways to improve trade
 - c. Developing more holistic trade facilitation procedures through the assessment of bottlenecks and non-tariff measures (NTMs)
 - d. Developing public- private sector partnerships and collaboration to ensure a shared understanding of trade facilitation barriers and technical issues
2. Rethinking Trade Facilitation Strategies with closer integration and political commitment:
 - a. Closer integration with SMEs and the agriculture sector to improve the supply chain logistics and smooth flow of goods. Private sector involvement is the key.
 - b. Improve the understanding and adoption of SPS standards, including greater transparency in decision making
 - c. Use case studies and pilot projects to learn what works best
 - d. Encourage the development of value chain action plans that incorporate trade facilitation processes
 - e. Political will is critical. All of these issues can be overcome if there is political will to make it happen.
3. Enhancing regional connectivity using interoperability standards will help to reduce transaction times and costs:
 - a. Supporting systems such as the Port Community System's (PCS) will help lower transaction costs and speed up release times.

- b. Look at the potential to integrate Single Window approaches with the PCS
 - c. Develop national and regional frameworks that strengthen connectivity and transparency
4. There is a need to establish a regional and global framework for e-commerce and paperless trade. This can be achieved by:
- a. Developing harmonised systems, standard codes and definitions, business rules and processes. Without these B2B and G2B systems across regions cannot be efficiently developed and integrated.
 - b. Addressing legal impediments to the use of paperless trade such as removing the legal requirement for paper contracts, signatures and authorisation stamps by using secure electronic signatures.
 - c. Developing intergovernmental regional agreements to narrow capacity gaps.
 - d. Move towards paperless trade as quickly as possible.
5. Recognising that different regions are different stages of development and have different needs:
- a. ASEAN is progressing paperless trade and e-commerce but are hampered by different computing systems, non-tariff barriers, language and lack of interoperability standards
 - b. Pacific Island countries have issues with capacity, staff retention, economies of scale, and geographical distances.
 - c. Eurasian communities have issues with port access and high trade costs
6. Trade Facilitation performance monitoring systems provide useful benchmarking tools for relative comparison of performance at the regional and global level:
- a. There are numerous tools now in place to compare country performance but they are based on contestable limitations and assumptions. Providing ranking of countries has motivated some to address issues while others have challenged the results and methods.
 - b. There is a need to develop a compendium of trade facilitation measures to encourage standardisation of indicators, indices and methods.
 - c. Limitations and assumptions of the models used for trade facilitation measures need to be made explicit and transparent to assist in the interpretation of results.
 - d. Trade facilitation monitoring is only useful if it is sustained, transparent, regular and adheres to standards.

It was noted that in the three day forum and workshop women empowerment, gender equality or social inclusion was only mentioned only once as part of a proposed survey on how non-tariff measures may affect men and women owners differently.

There were two important points with regard to Australia's position on aid for trade and trade facilitation that emerged from the Forum:

- 1. Australia is a leader in trade facilitation in the Asia-Pacific Region and scores highly in terms of the measures implemented under the WTO's Trade Facilitation Agreement.
- 2. Australia is in a position to take a lead role in gender equality, social inclusion and women's economic empowerment through aid for trade initiatives.

7 Evaluative Summary

7.1 Summary of Findings

1. **Private sector engagement and closer public-private dialogue** is the key to successful trade facilitation. Governments and the private sector need to work closely together to identify viable opportunities and address barriers to trade. This is particularly relevant to sanitary and phytosanitary (SPS) measures which are restricting market access. Some private sector operators circumvent the quality control process and jeopardise the export market. Governments may also fail to adequately invest in proper SPS controls jeopardising previous export gains resulting in the private sector losing significant investment.
2. **Trade facilitation is a long term process requiring an integrated capacity development framework** supported by a robust monitoring and evaluation system. Free Trade Agreements on average can take 10 years followed by implementation measures; and gaining access to markets can take between 5-15 years. Aid for Trade investments need to be cognisant of these timeframes and leverage from other donor investments through coordinated efforts. As demonstrated by the National Implementation Unit in Laos, there are opportunities to align Australia Awards more closely with Aid for Trade priorities.
3. **Monitoring and evaluation systems to support Aid for Trade investments are evolving.** There are many disparate datasets, indicators and measures that need to be integrated to understand trade performance properly and transparently. While case study approaches are emerging and providing anecdotal evidence of performance, they do not use structured mixed-method techniques to ensure research validity. A compendium of current trade facilitation indicators and methods being used by the WTO, World Bank, OECD and others would be useful to guide the development of DFAT's aid for trade monitoring and evaluation systems so they align with regional reporting.
4. **Linkages exist between trade facilitation reforms and infrastructure development and productive capacity.** PHAMA's work on market access is complemented by work on productive capacity and soft infrastructure. The program has been able to flexibly adapt to emerging needs and demands in these three areas during implementation. The TDF-2 design explicitly addresses all three pillars of Aid for Trade, but these appear to be separate components that do not immediately complement each other. The support for Pacer Plus and AECSP are regional trade agreements and do not directly address productive capacity and infrastructure development. Scope exists for linking the three pillars of Aid for Trade in Aid Investment Plans, design and implementation, but this requires a consistent approach.
5. There was a **lack of coordination between Australia's bilateral and regional aid programs.** While all program managers were aware of each other's programs they tended to operate with little interaction. Post's national country strategy approach and regional managers' focus on thematic issues across several countries tended to limit interaction. Australia should prioritise

efforts to improve coordination and cooperation between regional, bilateral and global programs.

6. **Gender equality, social inclusion and women's economic empowerment have not been strongly factored into designs** and developed as strategic priorities during implementation of programs. Despite this the gender message is being embraced and it is something all respondents said they wanted to improve on. While some of the investments had good, though unintended, results for women's participation, they could have achieved more through purposeful design. This is an area that would benefit from additional research and mainstreaming into aid for trade investments at all levels.
7. **Aid for Trade investments that focus on trade facilitation arrangements require a degree of flexibility.** All DFAT investments required flexibility to ensure they could remain responsive, effective and adapt to changing circumstances. This was highly valued by counterpart agencies due to the unpredictable nature of market access issues.
8. **Strengthening regional networks is essential** to continue to improve trade facilitation. It assists with pest identification and monitoring; understanding market access issues sharing market intelligence; and reducing cross-border transaction costs.
9. In order to maximise 'value for money' and ensure Australia continues to be a driver and champion in trade facilitation capacity building in the Asia-Pacific region, **DFAT can improve internal management arrangements on trade facilitation programs and build a body of expertise.** Communication between bilateral, regional and global program managers as well as with other Government bodies (e.g. ACIAR, Department of Agriculture, Customs etc) can be improved. Sufficient resources need to be allocated to DFAT areas responsible for providing advice on aid for trade policy and trade impact on gender.
10. **Investments in trade facilitation have the potential to make significant impacts on the broader economic and development goals** of participating countries. There is significant evidence that aid for trade investments are reaching poor and marginalised groups through various supply chain networks established by exporters.

7.2 Implications for the Evaluation

The field work has identified the following implications for the Evaluation:

1. The four examples of trade facilitation investments represented a good cross section of activities, and together with the Trade Facilitation Forum in Wuhan, provided sufficient information to contribute to addressing the key evaluation questions. Findings were consistent with secondary sources, and the evaluation team is now able to elaborate further on key issues such as the importance of private sector engagement, gender, and monitoring and evaluation.
2. The evaluation team found that robust quantitative data from implementing partners and government counterparts is difficult to source and in many cases non-existent. The evaluation will rely heavily on qualitative data as originally anticipated. In all cases it is difficult to use existing monitoring and evaluation systems to address the key evaluation questions. Most of these systems still focus on processes, activities and outputs. However, the final evaluation will draw on these systems and reports where possible and make recommendations for improvement.

3. Interviews quickly reached saturation point for PACER Plus and PHAMA. While the detail of market access activities could be expanded for PHAMA, the key messages were being repeated with each subsequent interview. TDF 2 covered a range of areas and the evaluation team felt that the interviews provided sufficient coverage to supplement the recent mid-term reviews. For AECSP the limited nature of the interventions indicated that the interviews were nearing saturation point despite limited access to counterparts. Although it was recognised that private sector consultation is important, the field work could have benefited from additional interviews with the private sector on the projected benefits of Rules of Origin and Madrid Protocol interventions. In all cases the field work provides triangulation and complementarity with secondary data sources.
4. The evaluation team expects the field work will be able to expand on, and nuance, current knowledge regarding these investments. Extensive notes have been taken. These were compiled immediately after interviews were conducted and included a range of quotes and potential case studies which will provide primary evidence to support key findings.
5. The investments studied during the field work contribute to overall trade facilitation processes and outcomes in many countries. These are often one of many interventions that contribute to social and economic outcomes. The issue of attribution was raised numerous times, as was the need for greater coordination and shared understanding of how each intervention contributes to an overall strategy. Any claims of attribution in the evaluation report will need considered qualification.

Annex 1: Consultations*

1. Interview group	Australia	Fiji	Vanuatu	Samoa	Tonga	Papua New Guinea	Solomon Islands	Tuvalu	Federated States of Micronesia	Laos	Cambodia	TOTAL *
DFAT Canberra	12											12
DFAT Post		2	2							4		8
PACER Plus Negotiators				2	4	1	2	1	1			11
Office of the Chief Trade Adviser (OCTA)			2									2
Australian Government, Department of Agriculture	2											2
Australian Competition and Consumer Commission	2											2
Australian Government Border Protection	1											1
Private Sector representatives	2	13	2							2		19
Chamber of Commerce			1									1
Counterpart Government Officials		1	2							13	9	25
Managing Contractor		4	2							3		9
Pacific Island Forum		2										2
Universities	1									2	1	4
Total	20	22	11	2	4	1	2	1	1	24	10	

*Shows number of persons consulted (Canberra and during field visit)

Acronyms

AANZFTA	ASEAN- Australia - New Zealand Free Trade Agreement
ACIAR	Australian Centre for International Agricultural Research
ADB	Asian Development Bank
AfT	Aid for Trade
AECSP	AANZFTA Economic Cooperation Support Program
APTF	Asia-Pacific Trade Facilitation Forum
ARDN	ASEAN Regional Diagnostics Network
ASEAN	Association of Southeast Asian Nations
B2B	Business to Business
CABI	Centre for Agriculture and Biosciences
CEO	Chief Executive Officer
DFAT	Department for Foreign Affairs and Trade
DIMEX	Department of Import and Export
ECWP	Economic Cooperation Work Program
EU	Economic Union
FTA	Free Trade Agreement
FTDP	Foreign Trade Policy Department
G2B	Government to Business
IEC	Independent Evaluation Committee
IP	Intellectual Property
IWG	Industry Working Group
KEQ	Key Evaluation Question
MAWGs	Market Access Working Groups
M&E	Monitoring and Evaluation
MoIC	Ministry of Industry and Commerce
MRA	Mutual Recognition Agreement
MTR	Mid-Term Review
NCA	National Communications Authority
NMAC	National Market Access Coordinator
NSDP	National Socio-Economic Development Plan
NGO	Non-Governmental Organisation
NIU	National Implementation Unit
NTM	Non-Tariff Measures
OCTA	Office of the Chief Trade Adviser
ODE	Office of Development Effectiveness
OECD	Office for Economic Cooperation and Development
PACER	Pacific Agreement on Closer Economic Relations
PCS	Port Community System
PHAMA	Pacific Horticultural and Agricultural Market Access
PIC	Pacific Island Country
PICTS	Pacific Island Countries and Territories
PLMAM	Pacific Labour Mobility Annual Meeting
PNG	Papua New Guinea
PSD	Private Sector Development

QAI	Quality at Implementation
ROO	Rules of Origin
SME	Small to Medium Enterprises
SPS	Sanitary and Phytosanitary
TDF	Trade Development Facility
TFA	Trade Facilitation Agreement
ToR	Terms of Reference
USAID	United States Agency for International Development
WBG	World Bank Group
WTO	World Trade Organisation