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PACT II Mid-Term Evaluation “Programme for building African Capacity for Trade” (PACT II)

**The Common Market for Eastern and Southern Africa (COMESA)
The Economic Community of West African States (ECOWAS)
The Economic Community of Central African States (ECCAS)**

INTERNATIONAL TRADE CENTRE

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LIST OF ACRONYMS

ABR	African Business Roundtable
ACCESS!	Access for African Businesswomen in International Trade
AfDB	African Development Bank
AFT	Aid for Trade
ATPC	African Trade Policy Centre
AUC	African Union Commission
CBC	COMESA Business Council
CEEAC	Communauté Economique des Etats de l'Afrique Centrale
CIDA	Canadian International Development Agency
COMESA	Common Market for Eastern and Southern Africa
ECCAS	Economic Community of Central African States
ECOWAS	Economic community of West African States
FEMCOM (COMESA)	Federation of National Associations of Women in Business
ITC	International Trade Centre
LFA	Logical Framework Analysis
MTE	Midterm Evaluation
NEPAD	New Partnership for African Development
OHADA	Organisation pour l'Harmonisation en Afrique du Droits des Affaires
PACCI	Pan-African Chambers of Commerce and Industry
PACT	Programme for building African Capacity for Trade
PCU	Programme Coordination Unit
PSC	Programme Steering Committee
RBM	Result Based Management
REC	Regional Economic Community
RIT	Regional Implementation Team
RTA	Regional Technical Adviser
SADC	Southern African Development Community
SME	Small and Medium Enterprise
TDP	Trade Development and Promotion
TOT	Training of Trainers
TRTA	Trade Related Technical Assistance
TSI	Trade Support Institution
UNECA	United Nations Economic Commission for Africa
UNIDO	United Nations Industrial Development Organisation
WTO	World Trade Organisation

A. EXECUTIVE SUMMARY

1. Summary table of findings, supporting evidence and recommendations

Findings identified problems/issues	Supporting evidence/examples	Recommendations
1. The PACT II program has shown great flexibility and adaptability as it has addressed the capacity building needs of the REC's and overall program objectives	From a one size fits all program PACT II has evolved to deal with the specific circumstances of each REC and has shown an ability to adapt resource commitments to changing needs and circumstances	PACT II needs to enhance this culture of flexibility for the remainder of the program by recognizing and adjusting to institutional changes that will occur ¹
2. PACT II needs to consolidate its investment in REC capacity building and focus more fully on strengthening TSI's. This is compatible with program design where the first step was building the base and the next full scale implementation (sequencing).	The REC's are building the technical support capacities for trade support and development as an important component in achieving their strategic objectives and are looking to consolidate gains and transfer needed capacity to the private sector.	Effective monitoring, follow up, oversight and mentoring capability ² will mean the development of information and communication systems and procedures for feedback and quality control and maintenance (linked to RBM).
3. To facilitate partnership building and ensure local ownership ITC needs further position itself as a responsive organization helping to define needs and provide appropriate value added services in relation to those needs.	There were instances where the REC's felt ITC, rather than being responsive to need, was the driver of the agenda in ways that did not meet objectives desired.	Participatory processes and joint decision making under PCU guidance are ways the ITC can ensure that it is responsive to client needs. Active participation is the responsibility of all parties involved.

¹ See section 2.1.1

² See section 4.2 re: implementation.

<p>4. The decentralization of decision making and financial control within ITC has led to some implementation problems because of differences in approach and interests and with the RTA's left to (interminably) engage with the Technical sections.</p>	<p>Dealing with all the different decision makers – the Technical Divisions – has placed a large burden of the RTA's and made for inconsistent and uneven quality of implementation and even some tensions – 'left to fight wars'.</p>	<p>A strengthened PCU with a proper written mandate and sufficient administrative capacity would help reduce administrative fragmentation, clarify decision making authority, provide constructive feedback to the field and build ITC capabilities to manage large programs.</p>
<p>5. The Logic Model as constructed does not reflect the way the program is actually working.</p>	<p>There was a general consensus that the Pan-African trade was dependent on intra-regional trade improvement and that focus now needed to be on building that intra-regional trade by supporting TSI's.</p>	<p>Capacity building for TSI's is the central target for the years ahead and where impact should be assessed (Centred on Outcome 3). Pan Africa resources would be better allocated to TSI and PCU development. In the case of ECCAS a Private Sector Unit needs support to help TSI's.</p>
<p>6. PACT II's profile and integration into REC programming is weaker in some REC's than others</p>	<p>Early problems at COMESA have been resolved but some challenges of alignment and profile at the technical level remain.</p>	<p>Working with the PCU, clarifying the leather strategy to better reflect COMESA priorities (getting agreement on what to emphasize in the value chain, fine leather or wet blue) !</p>

<p>7. Gender mainstreaming in the REC's in relation to PACT II is underdeveloped while the ACCESS! program is poorly integrated in PACT II initiatives.</p>	<p>The gender component in the TEN and EXPECT initiative of ECOWAS is not clear; the gender specialist in ECCAS is still not in place and the strengthening of COMESA-FEMCOM as a network for businesswomen remains outstanding. ACCESS! remains a successful initiative looking to be more fully integrated into the overall program and with broader REC gender initiatives.</p>	<p>A work group made of REC and ACCESS! reps perhaps under the oversight of a gender or M&E specialist and PCU needs to be established to address how to better integrate/resource the gender components of the program.</p>
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B. Summary

i. Object of the evaluation

This Midterm Evaluation (MTE) consists in a systematic assessment of the programme focusing on accountability and lessons learned. Its purpose is to evaluate programme progress made towards the achievement of outcomes and to provide guidance about how to achieve them over the course of its duration. Recommendations will be used to inform subsequent decisions on implementing the PACT II, work planning and reporting during 2012 and 2013.

ii. Major Findings

REC Buy-in (Relevance)

The PACT II program recognizes a true development need of Africa – the need to improve trade on the continent. To date the program has been successful in building trade analytical expertise and information systems; in helping to define and promote sector strategies, and in building the capacity of the Regional Economic Commissions (REC's) to support trade development and Trade Support Institutions (TSI's). With this contribution the program has gained the support of all three Regional Economic Communities (REC's), all of which have integrated PACT II trade promotion and development priorities into their strategic planning and operational frameworks. In the case of COMESA PACT II programming falls easily in line with Pillar 2 of its Medium Term Strategic Plan "*Building Productive Capacities for Global Competitiveness*" that includes building private sector capacity for trade development, the development of regional value chains among other related initiatives. A re-organization of COMESA, still underway, is leaving open the possibility of creating a Trade Promotion Unit. In the case of ECOWAS, which has itself undergone significant organizational change, PACT II was integrated into their strategic and operational planning on many levels including: helping to identify productive value chains; developing expertise to help build the Export Actors Platform (EAP) and Trade Export Network (TEN); and working to ensure sustainability by looking to longer term funding in combination with short term financial support. For ECCAS PACT II has proved to be a significant programming initiative offering it profile and credibility so essential to helping build its strategy, reputation and presence.

The integration of PACT II into REC programming is significant in another respect. The RECs are now in a position to become key and recognised players in trade integration issues and business development in Africa of huge potential. With their extensive networks they are now capable of being as a vehicle for future TRTA provided that ITC solves the issues detailed in the evaluation report and engages into true partnership mode.

PACT II is relevant to the REC's in other ways as well. It is:

- Key to their development of a sector strategy
- Able to leverage other initiatives to meet PACT II outcomes and objectives, e.g. ECCAS's OHADA³ promotion program
- Helping build links to the private sector

PACT II's profile and degree of integration and compatibility with REC priorities is higher in some than others. For example, the profile is low in COMESA whereas in ECCAS and ECOWAS it is higher.

Building Trade Support Institutions

Looking more closely, among the significant achievements of PACT II has been the development of a high profile and credible Apex organization for regional business representation in COMESA. IN ECCAS, a trade promotion program that has started from scratch is now building three Trade Support Institutions (TSI's), a Chamber of Commerce, an Employees Association and a Business Women's Association. In ECOWAS a solid platform of expertise for TSI support is being built with PACT II being leveraged for long term sustainability. All the regions have used PACT II to build their RBM and TSI's culture through appropriate training and reporting actions.

ITC Value Added and Implementation

For its part the ITC has proved to be a high quality purveyor of technical assistance providing excellent training and technical guidance on a wide range of trade related issues. The respect for the quality of ITC technical assistance was palpable be it for the quality of the trade analysis tools and techniques or value chain analysis provided by the Technical Divisions to the ACCESS! Modules for women owned enterprises.

In terms of the role of ITC by way of implementation, this has been covered to some degree in the analysis of the budgetary, decision-making and consultant selection processes. The issue for ITC is the tension between being the executing agency on the one hand and the technical service provider on the other. It is a dual role of control and support that has not been adequately differentiated within ITC. Support units trend sometimes to be control units enabled by ITC's own internal processes. Many of the recommendations of the report try to address this issue.

³ L'organisation pour l'harmonisation du droit des affaires en Afrique (OHADA)

CIDA Role and Profile

As the funder, CIDA has honoured its responsibility for transferring financial resources in a timely and sufficient manner and in accordance with the provisions of the grant arrangement with the ITC. It has also overseen and implementation of the program's its defined performance and reporting standards. CIDA has also worked to ensure there is an understanding of program concept design and results expected by and from the Executing Agency while at the same time overseeing overall quality control with its executing partners in terms of expertise applied and monitoring and reporting to results.

Program Adaptability and Control

In achieving this success PACT II has had to adapt and adjust from a 'one size fits all - attack on all fronts' approach to one that is more customized and adapted to the significantly different circumstances of the three REC's. Yet it has also been an evolution in another respect, as an exercise in team building. PACT II has manifested the features of the normal team building cycle – forming, storming, and norming, performing. The forming period from 2008 to 2009 identified the key players, identified gaps in the project plan which it tried to address (in large part by adding a new set of Outcomes to the program plan) and putting its team in place. 2010 to early 2011 represented the 'storming' period as stakeholders jockeyed for position, differences in understanding got exposed, and working relations were negotiated, challenged and accommodated. From early 2011 the program began to normalize and perform, as responsibility areas and procedures became better defined and familiarity with the program, its requirements and delivery methods grew. This is evident in the burst of activities that have characterized the 2011 implementation period. And it did this while retaining budgetary control.

In the remaining period PACT II will need to retain this flexible and adaptable approach if it is to address the three major concerns that were identified in the evaluation. These three concerns had to do with a) ensuring improved implementation, b) fostering meaningful ownership and c) promoting longer run sustainability.

Improving implementation efficiency

The program team identified efficiency challenges that included the need to find ways to reduce transaction costs and overcome resistances while being able to mobilize resources where and when needed. Program fragmentation was also an issue and with it the need to align the many different activities and interventions in a way that helps keep the program focused. These pressures were most strongly felt in field operations, especially in the office of the Regional Technical Advisor (RTA) which had to deal with them on a day to day basis. For their part the RTAs have risen to the challenge and the slow start to the program has given way to a more rapid rate of implementation. An enhanced role for the Program Coordination Unit combined with some refocusing would address many of these challenges.

Improving implementation effectiveness

In terms of implementation effectiveness the 'attack on all fronts' approach of the original design, whereby all issues up and down the trading system, from enterprise to pan-African markets were all addressed at the same time has meant that the program lacked focus and was prone to emphasize process over deliverables. As the program has evolved however a clearer causal model (or theory of change) has emerged that identifies the need for strong Trade Support Institutions and Regional Private Sector Apex Bodies is support of those TSI's.. This focus on strengthening TSIs, suggests that effort and energy should concentrate on Outcome 3 - *"Regional trade support networks, including businesswomen's networks, engaged in regional trade policy dialogue and trade support"*. Capacity strengthening of the TSIs would include improving their ability to analyze enterprise cost structures, detailed and specialized market and value chain analysis studies, business skills train the trainer programming and policy advocacy. These are ITC's value added but over time and through PACT II should be the capabilities of the RECs to provide.

Effectiveness has also been affected by the way responsibility for implementation has been divided: it is often not straightforward. Different activities are implemented by different Technical Sections of ITC in different ways. While oversight remains with the PCU it nevertheless can be burdensome for the RTA's as the different technical units have different policies, procedures and considerations that the RTA's must navigate. It increases transaction costs and has led to suggestions that sometimes activities are too much supplier driven rather than demand responsive. This suggests a more active role for the PCU as a coordination unit.

Thirdly, it has been observed that ITC personnel in the field, notably the RTAs, can be faced with conflicting loyalties. Clearer terms of reference for the position may be in order. In the case of COMESA a reporting relationship to the responsible Director⁴ through the ASG (Programs) has meant that no RTA counterpart exists in COMESA unlike the other RECs.

Communications

On a technical level, there is no clear information technology strategy or plan for the program in terms of an outreach strategy. The outreach strategy has to do with how knowledge of markets, process, links between buyers, sellers, traders, financiers is communicated to SMEs (possibly through TSIs) in a world where band width is low and

⁴ Director of Investment Promotion and Private Sector Development

internet reliability poor. As PACT II puts a lot of emphasis on data and analysis capability and needs, it is important to consider how this information will be communicated reliably and by whom. At the technological level options are available, from self contained wireless and self-powered systems to cell phone based applications. A communication strategy would provide direction.

On an operational level PACT II would benefit from an improved internal and external feedback culture. This involves attention to detail, as when a report is submitted looking for direction or even comment and ensuring there is a response. It involves regular and open individual or team meetings where issues can be addressed or ideas put forward. It might also involve creating a community of practice as with the RTAs, to exchange experiences and provide mutual support.

Ownership

In a program of multiple stakeholders contested ownership is to be expected, especially at the early stages, and in this PACT II has been no exception. Some areas of ownership are in need of clarification: they involve the budgetary process, the contracting process, the data acquisition and publishing process and the integration of ACCESS!, the programme for women exporters in Africa. In the first two cases it is a matter of more open and transparent processes being put in place while for ACCESS! It is matter of improved mutual interaction, exchange or engagement. In the case of budgetary process the issue centers on a work planning process that is undertaken in somewhat of a budgetary vacuum. The RECs are not clear on the funding available at the beginning of each planning cycle. With respect to contracting, there is a call for procedures that ensure some degree of involvement by the RECs in the hiring of contractors, something that has not always happened. On publishing there is some debate about which organization should be the named publisher – the REC or ITC. There is a strong sense of ownership among the RECs especially at the highest levels, but some challenges remain in implementation at the technical level, especially in COMESA.

Looking to the future, African ownership over time will increasingly mean many of the skills and competencies that currently exist within the ITC professional community will be available in the regions, either in the RECs or the TSIs or even from local contracted services.. ITC will need to plan for that future.

Sustainability

Concern for the ability to sustain a trade promotion and development program after PACT II was completed was a universal concern made more urgent by the slow start to the program and the sense that the window for completion is now shorter. On the positive side it reflected a view that this initiative was worth sustaining and to that end the RECs have shown commitment. For one, all three RECs pass ‘the market test’ – the test being that if something is deemed to be worth supporting then institutions and actors

will commit their own resources, over and above the expected, to ensure its success. All three RECs have done so in some fashion. In addition the RECs are actively seeking other sources of support to keep PACT initiatives going.

Other features of the program affect its potential sustainability. ITC staff making the transition from RTA to REC staff person is one especially given the discrepancy in remuneration. Another is the degree to which expertise is being sufficiently transferred to RECs and TSIs. There is the view that training has often suffered from insufficient follow up through mentoring or even monitoring of continued progress. A third is concerns over the possible failure to focus sufficiently on the development of TSIs. Conversely, the commitment shown by the REC's in terms of mainstreaming trade development and promotion into their strategic framework, together with efforts at leveraging PACT II initiatives with other programs and the potential for commercialization suggest continuity of effort is likely. The former are technical challenges which can be addressed, the latter involve commitment, and is the stronger thrust.

iii. Lessons Learned and Best Practices

Over the course of the implementation of PACT II a number of lessons were learned from program achievements and best practices made evident. Among the most important are:

- Adaptability and flexibility within control is a key to success. The program has adapted to the specific needs of each REC while continuing to show a propensity to accept necessary change within resource constraints.
- Building capacity through value chain analysis, market analysis and data development to promote trade in selected sectors. Such analysis has contributed to program focus, elevated policy debate facilitated development of trade relations⁵ and has been deemed valuable not only for the sectors chosen (coffee, mango and leather) but because the competencies for analysis is scalable and transferable to other sectors.

• ⁵ Notably with the COMESA Leather Business Tours in India and Italy, with the Buyers-Sellers meetings for leather help in India, Italy and more generally in South Africa (forthcoming).

- The program has shown an ability to leverage other initiatives and align with strategic priorities to positive effect: links to strategic plans, to the OHADA in Central Africa and the ACCESS! Program for women entrepreneurs as examples.
- The train the trainer approach combined with promoting a results culture is helping ensure capacity transfer and regional ownership. This was especially evident in the formation of the ECOWAS Trade Experts Network (TEN) and in ACCESS! where initial training was spread more broadly.

iv. Recommendation, conclusions, and implications for ITC of the evaluation

For ITC the PACT II program has tested its operational norms and procedures and ability to produce and report to results as never before. A traditional way of doing business is being challenged by new expectations, and by a new found requirement to be able to manage larger scale programs. Adding to this are partners in programming that have very different capabilities and needs be they technical or managerial in nature. Finally, the ITC is faced with the challenge of not only providing technical expertise, but of building a relationship with program partners and transferring that expertise in a way that it can be provided by them.

On a general level, looking ahead PACT II needs to:

- Consolidate the new found capacities of the RECs to support trade promotion and development through:
 - Training follow up, mentoring and monitoring
 - Providing opportunities for skills enhancement and upgrading through linkages with communities of practice, other networking and on-line or phone application or technology tools
- Redirect the focus of efforts to the capacity building of the TSIs using local skills wherever possible and as a way to provide focus and integrate the program
- Continue to build the culture of ITC as a responsive organization able to meet a wide range of different institutional needs needs directly or through networked relations. Enhance the ITC ability to be overseer and quality control agent and as a centre of global trade expertise and knowledge management not always direct deliverer of services.
- Develop new but related trade promotion and development capabilities that are demand responsive. A skills and capacity gap analysis would be in order across the entire spectrum of trade promotion and development to see where ITC might add value. For example areas of expertise it could develop (or link up to) is

marketing expertise (as opposed to market analysis), and/or a stronger *trade and gender* capability.

In this context the ITC needs to consider:

- Strengthening PACT II training follow up capability through mentoring, closer monitoring of implementation and support for regionally based knowledge and professional networks.
- Enhancing the Program Coordination Unit's (PCU) ability to carry the full administrative and performance reporting burden of ITC's program related technical support activities by increasing administrative support.
- Redesigning the Logic Model for PACT II and the corresponding budget to better reflect the need for a focus on TSI strengthening and to more clearly address management and administration overhead costs. Re-allocating the Pan-African budget and a clearly defined management and administrative outcome column would better align the Logic Model to what is required.
- Establishing a working group to address how better in integrate gender activities into REC TDP programming
- Developing new but related trade promotion and development capabilities that are demand responsive.

The evaluation process itself has contributed to the achievement of PACT II goals, objectives and outcomes and ensuing the program stays on track by identifying a number of blockages and communication issues among PACT II stakeholders. PACT II personnel addressed these blockages and communication issues in a forthright and productive manner which says much about the dedication and commitment the staff has to the programme's success.

B. EVALUATION REPORT

1. INTRODUCTION

1.1 Background and Content

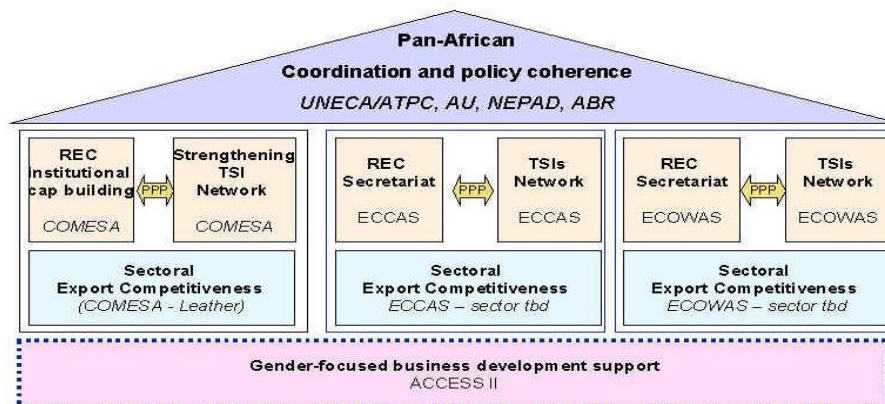
This report is a mid-term evaluation of the PACT II Program the “Programme for building African Capacity for Trade”. PACT II is a trade-related technical assistance programme, executed by the International Trade Centre (ITC) and funded by the Canadian International Development Agency (CIDA) that aims at strengthening the support capacity of African regional and national institutions to enhance export competitiveness, market linkages and export revenues of African small and medium size enterprises. The program has a special focus on women-owned enterprises. PACT II builds on the long-term trade development and promotion expertise of ITC and on the encouraging results of PACT I.

The approach of PACT II is regional with three regional counterparts being:

- The Common Market for Eastern and Southern Africa (COMESA);
- The Economic Community of West African States (ECOWAS);
- The Economic Community of Central African States (ECCAS).

While the Secretariats of these RECs serve as lead counterpart institutions, the programme also includes many other stakeholders such as regional private sector bodies such as Regional Business Councils, regional women business networks, sector associations as well as their national chapters and associated institutions. These private sector and public-private networks are engaged at all levels of the programme. One sector initiative has been implemented in each region. For COMESA, it is leather; for ECOWAS it is mango and in ECCAS it is coffee. A description of the architecture of PACT II is below.

PACT II architecture



As noted, the “Programme for building African Capacity for Trade” (PACT II) is a trade-related technical assistance programme aimed at strengthening the support capacity of African regional and national institutions in order to enhance export competitiveness, improve market linkages and export revenues, especially for women-owned small and medium size enterprises as well as for SMEs generally.

Within the context of an integrated regional approach, the overall objective of the Programme is the “diversification and expansion of exports, within and outside Africa, contributing to sustainable economic and social development in Africa”. To achieve this expected impact, the programme focuses on four outcome areas within the context of a holistic capacity building strategy to regional trade development:

1. Pan-African networking established for improved cooperation and coherence as regards regional trade development;
2. REC Secretariats take the lead in regional trade development and promotion;
3. Regional trade support networks, including businesswomen networks, engaged in policy dialogue and coordinated trade support and promotion;
4. Enhanced enterprise-level export competitiveness in priority sectors, with special emphasis on women-owned enterprises and due reference to environmental impact.

Key design features that are reflected throughout the programme include:

- Capacity development

Activities involve grooming African lead trainers to deliver respective Training of Training programmes. The intent is to create multiplier effects for skills transfer, and create institutional capacity for specific technical disciplines in centralized locations. These institutions will ultimately constitute an important regional network upon which future trade related development initiatives can be built.

- Ensuring buy-in by all stakeholders
 - This is to ensure maximum African ownership and programme sustainability.
- Building on other key Pan-African, regional and national initiatives and programmes
- Giving due consideration to crosscutting themes
 - Specifically gender, environment, and HIV/AIDS issues.
- Aligning country selection to sector choices
 - Key determinants include supply capacity; progress towards reforms and improvements in the overall business environment; commitment to sustainable export development among others.
- Sequencing of activities
 - Starting with a series of crucial inception activities, with a view to providing a solid base for full-scale implementation.
- Following a RBM approach and related principles

1.2 Purpose and Objective of the Evaluation

This Midterm Evaluation (MTE) consists in a systematic assessment of the programme focusing on:

- *Accountability:*
 - Evaluating progress made towards their achievement and,
- *Lessons learned:*
 - Providing guidance for improvements to achieve outcomes.

The objective is to assess programme implementation for ITC, CIDA, RECs and other stakeholders. Recommendations will be used to inform subsequent decisions on implementing the PACT II, work planning and reporting during 2012 and 2013.

The MTE is to be presented to the 4th Programme Steering Committee in October 2011.

1.3 Scope of the Evaluation

The MTE covers the following evaluation questions:

(a) **Relevance:**

- From an overall perspective:
 - Were the programme concept and design the appropriate solution to the original problems to be addressed by the programme?

- Are the programme expected impacts and outcomes likely to be attainable at the end of the programme?

- Specifically

- Is the customization of the work plans that has been undertaken for each of the RECs actually fitting RECs' medium- and long-term priorities and needs, in particular RECs' Regional Integration agenda?

(b) Effectiveness:

- Is the programme achieving satisfactory progress towards its stated expected impacts and outcomes? Were the anticipated activities and outputs delivered on time and according to specifications?
- Is the programme organization and management including quality of participatory process by all stakeholders effective? In particular, are ITC's services providing effective and customer-oriented technical solutions to RECs' needs?
- How effective are the monitoring systems?
- Are RECs effective in terms of their contribution to the programme?

(c) Efficiency:

- What are the efficiency improvements required to ensure the achievement of the programme expected impacts and outcomes by the end of the programme?
- In particular, the MTE will focus on how efficiently planning and implementation have been carried out. The MTE will assess to which extent the organizational structure, managerial support and coordination mechanisms used by the ITC and the RECs have been supporting the programme.
- Special attention will be put on the following issues.
 - *Technical coordination and overall management of activities;*
 - *Financial management and control, including an assessment of the cost effectiveness of financing arrangements*
 - Monitoring system of activities and outputs delivery.

(d) Impact and sustainability:

- The MTE won't be assessing the programme impact and sustainability at this stage. It will assess prospects for sustainability.
- It will focus its recommendations on making sure due impact and sustainability will be achieved at the end of the programme, including recommendations on possible corrective actions that might be needed to reach this objective.
- Within this context, it is worth mentioning the following issues:
 - How to improve the programme coherence within the ITC strategic focus?

- How to improve the conditions for the expansion of the programme to include more RECs and attract more financial resources?

1.4 Methods used in the Evaluation

The evaluation employed the following methods:

- Document review including design documents and project performance and planning reports. A list of documents reviewed is provided in Appendix 1.
- Verification of the validity and analysis of the data collected through the projects RBM architecture and reporting.
- Structured Interviews with key PACT II project managers, other ITC officials with PACT II responsibilities, RTA's and managers at the three Regional Economic Associations. A complete list of the people interviewed provided in Appendix 2. A sample of interview protocols is provided in Appendix 3.
- Email questionnaires and more formal structured questionnaires usually after interviews to obtain clarification or provide a basis for deeper analysis. The structured questionnaires are presented in Appendix 4.
- Unstructured open discussions on an occasional basis as opportunity afforded. These were occasional.

The conduction of the evaluation process has taken place under the overall supervision of Miguel Jimenez-Pont Head of Monitoring & Evaluation Unit of the ITC who has been responsible for the management of the substantive aspects of the present evaluation.

The process began with electronic documentation being sent to the evaluator for review (see Appendix 1). This was followed by a field visit to the ITC offices in Geneva in August 2011 where the Evaluator met and interviewed members of the Program Coordination Unit, Technical Section Directors and specialists as well as senior management including the Director of Country Programs and the Executive Director. The Evaluator was introduced to the many dimensions and activities of the program and was provided with additional documents mainly in the form of specific products coming out of program activities (sector strategic plans for example) . Following a first round of discussions a second round occurred with senior management and the PCU team to address their major concerns as the program was moving into its second half of implementation. To complete this first round the Evaluator distributed a questionnaire before departure to fill some information gaps and provide more in depth analysis.

The next phase of the evaluation was a field visit to the Regional Economic Communities: COMESA, ECCAS and ECOWAS. The first visit was to COMESA (Lusaka), Sept. 12-16; ECCAS (Libreville) Sept. 19 through 23. While the intent was to visit all three RECs, in August there was an unexpected security development in Abuja,

the headquarters of ECOWAS, which resulted in visit restrictions on UN related personnel. The Evaluator could not travel to meet with the ECOWAS team in Abuja and instead arranged to meet with the RTA, Mr. Philippe Tokpanu in Geneva. However, as a result of discussions with COMESA in Lusaka and at the urging of key personnel the Evaluator took a side trip to Addis Ababa for one day to the headquarters of the Leather and Leather Products Institute, before heading to Geneva. The purpose was to discuss in more detail the leather sector strategy of COMESA which members of the leather sector team felt was important to do.

To close out the field visit the Evaluator spent the week of Sept 26 through 30 in Geneva where he met again with members of the PCU and technical teams and began drafting the report. To complete the field work and make the evaluation of ECOWAS more complete, the evaluator also arranged a call to the Director of the Private Sector Department, ECOWAS Commission, Mr. Alfred Braimah to discuss program results and direction for the future. While the number of interviews was small, the experience of dealing with the other two REC's before hand made the discussion much more focused and efficient. It did not however allow for more subtle analysis of day to day operational issues.

Besides the REC's the evaluator interviewed numerous individuals TSI's including the Zambian Development Corporation, The Leather and Leather Products Institute, FEMCOM, ESALIA, Gabon Chamber of Commerce, Zambian Association of Manufacturers' and the COMESA Business Council. Time and circumstance did not allow for meetings with the African Development Bank or other UN Agencies. The evaluator is of the opinion that their omission does not bear on the conclusions as they are more symbolic than substantive in terms of the programme achieving its results. This may change as the programme matures.

In discussing the achievement of outcomes the focus was on implementation in terms of timing and comprehensiveness of coverage. Each technical input was not evaluated in and of themselves. For example the quality of trade analysis of ACCESS! training was not independently assessed as that had been done over the course of implementation through post-training assessments. The evaluation did focus on the process of decision making on what was to be done when in terms of technical inputs.

The interviews did give the evaluator an appreciation of the complexity of the program, the different interests and perspectives involved but also the degree of consensus about what were the key issues and what needed to be done next. It also left the evaluator of the opinion that trade development was very important and that PACT II was an important part of their strategic planning objectives.

This evaluation could not have been completed without the support and cooperation of all involved. The willingness to share their time and address problems candidly was at the heart of any contribution this evaluation may have made to the advancement of the program.

2. ANALYSIS AND FINDINGS

2.1 Assessment of Implementation and Delivery

PACT II is a multi-faceted multi-stakeholder program with a decentralized decision making and resource management architecture where results based management principles were being introduced to an institutional setting that had little familiarity with its requirements and sensibilities. This made coordination and reporting demanding for managers and technicians alike, a process made more difficult because of procedures and arrangements that were not always conducive to maximizing efficiency and effectiveness.

When the program was launched end of 2008 it was faced with structural impediments to delivery born of lack of capacity, misunderstanding about the operating principles of the program or because the delivery agents were in a process of business re-engineering. This was quite apart from the more mundane implementation challenges of trying for example, to initiate different activities with many different delivery actors and beneficiaries over a wide geographic area where even rules of travel make taking action difficult.

Half way through the program many obstacles have been overcome and the early days of slow implementation has given way to accelerated levels of activity. Much of the enabling apparatus is in place and functional but results are of a 'tailpipe' (confined) rather than widespread nature. There is as yet no self-energized or actualizing driver of the trade promotion and development agenda.

As a consequence objectives are only partially realized even for this phase of the program. However there is greater understanding of what is needed and an improved capacity to get it done. It augers well for the future of the program especially if some measures are taken to provide better clarity in terms of program focus and if measures are adopted to improve implementation effectiveness and efficiency.

Despite a slow start – a common problem for complex programs – the program is now positioned to turn this newly built capacity into more broadly based trade promotion and development actions.

2.1.1 Institutional and Management Arrangements:

a) Adaptation within Control

When PACT II was first designed it was believed initially that RECs faced the same sets of institutional and other challenges in terms of trade promotion and development. This was far from the case. The three RECs were very different in their organizational structures, strategic priorities and administrative capacities. It was soon realized that the program would need to be customized and adapted to each REC. In the case of ECCAS the challenge was to build basic administrative and analytical capacity, while for COMESA the objective was to integrate PACT II into its strategic plan and build on well established sector initiatives (esp. the leather sector) and strengthen key COMESA institutions particularly CBC, FEMCOM and LLPI in their capacity to support TSI's. For ECOWAS which was undergoing major organizational change PACT II was seen as an instrument which would provide the training to the ECOWAS-TEN network (Trade Experts Network) which was key to their EXPECT program (Export Promotion & Enterprise Competitiveness for Trade) and related activities in the 15 ECOWAS member countries. PACT II managers responded by essentially developing three streams of programming, one for each REC, each having its own work plan, capacity building and related activity priorities and even sector specializations.

By recognizing these differences and adapting interventions and accordingly the PCU helped overcome these original rigidities of the program, albeit at the expense of increased, but necessary, fragmentation.

In terms of authority and control within the ITC, implementation and delivery from programme inception was a shared responsibility between the Technical Divisions and the Program Coordination Unit or PCU. The reasons for this were largely twofold: to ease the administrative and management burden on the PCU given the many different and wide range of activities that needed to be implemented, the size of the budget to be managed and reporting requirements by region and output (as required by CIDA), and because it was closer to the way ITC had traditionally done things. The technical divisions were used to managing small projects/assignments and dividing the responsibilities with the PCU was a form of business as usual. The fragmentation problem was aggravated however because control over decisions and resource allocations became diffused - divided between the PCU and the Technical Sections and adding to coordination costs. For its part the PCU has been wrestling with this and has tried to address it in a number of ways by:

- containing the scope of the program (avoiding scope creep);
- changing the budgetary and work planning process;
- promoting transparency in the consultant selection process, and
- working to harmonize and coordinate with the REC's in the mainstreaming of gender into the trade promotion and development agenda.

From its original design PACT II through the PCU has addressed the needs of the different REC's by developing three programming streams, one for each REC. While fragmenting the original program design, the differentiation better reflected the realities on the ground.

Managing Scope Creep

In a situation where the release of funds has been delayed because of a slow start, the imperative to 'get the money out' can be strong, posing control problems for management and leading to program scope creep. For its part the PCU has been diligent in this respect, looking to ensure that expenditures are related to results and that activities are focused on the 'need to do' rather than the 'nice to do'. Examples of diligence and adaptability to achieve results include:

- A proposed \$70k activity in COMESA to 'develop and implement the regional SMEs strategy/policy under Output 3.1" was turned down partly because of a lack of information on the [objective, expected achievements, implementation strategy/modalities and stakeholders involved in this activity that had already initiated within COMESA](#). It could not be explained how this was in line with the PACT objectives and other activities and how PACT would add value to it, and partly because SMEs strategies or policies are not the mandate of TS scope⁶.
- In ECCAS, a Technical Section had agreed with the RTA to support the establishment of a Gender Unit in the Secretariat. This was turned down because all costs, approx \$100k (including staff), were to be borne by PACT, rather than shared, and because there were no clear TORs for this unit and how the ECCAS Secretariat would sustain the Unit post PACT period
- ECCAS: training or stakeholders meetings have at times been subject to unbudgeted increases in participants, for various reasons. The PCU has asked that adjustments be made to remain within budget or to achieve intended results, either by changing venues, or reducing durations or that ECCAS be responsible for some participants costs or reduce Secretariat representation in favour of countries.

⁶ While PACT II allowed for product sector strategy development it was not mandated to promote enterprise sectors across all product lines. Similarly, it was not mandated to provide for policy development. This fell more clearly under another CIDA funded initiative the African Trade Policy Centre that was being established in Addis Ababa. Similarly, COMESA itself was looking to outside expertise to provide this service.

- In ECOWAS the PCU requested for combined meetings/workshops where participants are common or subject matter is related in order to scale back costs
- While the Leather Core team in COMESA was not originally planned or budgeted for, it was clearly a significant value-add to programme in terms of ensuring effective participation/involvement and ownership of programme implementation by beneficiaries. In addition the Sauer Report (leather) was distributed (on a time framed basis) to COMESA leather SMEs (\$30k/year) and considered useful to meet market trade information needs of the region.
- Requests to decentralize funds to ECCAS for MAR activities were not accepted because requested interventions could be delivered more efficiently in other ways without meetings, or alternatively it was felt the costs of such meetings should be borne by the Secretariat.

Despite pressures to increase the pace of the flow of funds following a slow start, the PCU has been diligent and has avoided the temptation to support non results oriented activities. It has avoided scope creep.

The Budgetary Process

Another area where the PCU has attempted to consolidate decision making and overcome the problems of fragmentation has been in its changes to the budgetary process.

From the outset the overall management of PACT II was a tri-partite arrangement between ITC – PCU, ITC-Technical Sections and the RECs. Within the RECs there is an ITC- PACT II employed representative who is the Regional Technical Advisor to the REC and coordinates REC input into the programme planning and budgetary process. As noted, the rationale for having both the PCU and the Technical Sections being responsible for the management of the program was to relieve the administrative, management, reporting burden on the PCU and (tradition? –not clear what is meant).

At the time of writing the PACT II program was going through its Work Planning process for 2012. The work planning and budgeting process took place as follows.

Following consultations with the RECs the respective RTAs bring forward a list of priorities to the ITC for review and discussion. This list contains activities, outputs and/or outcomes the RECs want done for the coming budget year. RECs (RTA's) discuss their needs with the technical divisions at ITC and the technical divisions indicate the feasibility, modality and so on and provide a budget required to provide those services. These needs are identified as 'projects' within the overall program. A draft budget is prepared at ITC that includes the Technical Units assessment of their contributions and needs.

The Draft Work Plan including Budget is then shared with the RECs for validation and after comments are compiled and incorporated it is submitted to the Programme Steering Committee for approval.

The CIDA funds arrive at the budget office at ITC and PCU allocates the funds along the lines of the work plan. Each 'project' is assigned a number and the Technical Divisions manage the projects that they manage according to the Performance Agreements. Before the funds would be administered by the technical units but this year the PCU has been holding back part of the funds and provided them incrementally according to Performance Agreements and pending the submission of quarterly progress reports.

As mentioned, the PCU drafts (formerly called Service Level Agreements) Performance Agreements with the technical divisions for the delivery of those services according to performance (results). For the remainder of the funds they are forwarded to the REC's under a Grant Agreement and under the terms of the respective MOU's with each REC and according to the work plans.

As noted, the funds flowing to the Technical Divisions have changed in the way they have been managed over the course of the Program. In the first year of the program a lump sum was transferred to each Technical Division under a service level agreement and on a lump sum basis, giving the Technical Divisions considerable but not total discretion over the funds use. This arrangement did not give enough flexibility to PCU to allocate where needed and according to progress and results made. By the third year of the program however a new procedure was established in which funds were allocated to the Technical Divisions on an incremental basis with the Technical Divisions having to report to performance for each activity before funds could be released by ITC's Finance unit and only after PCU approval. A copy of a Performance Agreement is available in Appendix 5.

The Work Plans are initially drafted within the context of an estimated total annual budget but without a break out by REC. In other words, REC's draft their budgets without knowing what is available to them specifically as opposed to the program as a whole. Work planning is done in August/September to be ready for the PSC in October. These work planning processes for PACT II dovetail or occur at the same time as the overall work planning schedule of the REC's. Detailed budgets become available to the REC's only after the draft submission of the work plan is reviewed and assessed by the ITC Technical Divisions and, once completed, are presented to the REC's through the resident RTA. Once the budget is finalized a formal request is made to CIDA. For 2012, the program expects from CIDA \$2.0m (and \$300k in 2013) in global terms but it is not

broken out or specified by RECs or outcomes⁷. The total allocation for 2012 is \$3.0 M includes forwarded funds. There may be room here to build better, more detailed financial forecasting tools.

Budgetary oversight has changed from program inception with Service Agreements between the PCU and the Technical Divisions at ITC giving way to more results focused and rigorous Performance Agreements. While it has not made processes simpler it has improved accountability and quality assurance. Budget transparency seems adequate while the development of more detailed and rigorous forecasting tools is a possible consideration.

The Work Planning Process

For the RECs the work planning process begins in June or July with meetings held in Geneva in September (since 2010) where the RECs present their activity wish list to the PCU which then coordinates with the Technical Divisions at ITC over the design and delivery of the requested activities. Following Agreement the plans are taken back to the respective RECs for approval by their respective Steering Committees.

Observations from the work planning sessions held in Geneva in 2011 suggest that both ECCAS and ECOWAS had very clear ideas about what they wanted based on an appreciation of the needs to plan for results and ensure strategic priorities were addressed. This showed an increasing ability to plan and address ITC with confidence.

In the case of ECCAS they are looking to:

- Have better gender mainstreaming coordination
- Create a small private sector unit to absorb all the lessons, skills and capabilities coming out of PACT II.
- Both involve expanding and strengthening the personnel and ECCAS is looking to coaching before engaging the private sector and are hoping to work with ITC Technical sections to re-define their efforts and obtain better needs assessment.

⁷ It is argued that breaking out the budget in that level of detail would mean that ITC would determine budget allocations ahead of input from the REC's in some sort of arbitrary manner. This suggests that budget forecasting one year ahead is not possible which seems out of sync with modern program budgetary practice. It makes each year a new negotiation. While this was not an issue raised by the REC's ITC's ability to develop and oversee detailed program budgetary forecasts will strengthen its program management offerings and profile.

For ECOWAS they are looking to PACT II to:

- Build technical competencies by developing local expertise
- Provide a sustainable vehicle to develop resources in market analysis at a more organizational(not skill) level
- Help consolidate the Trade Exports Network platform (TEN)
- Help with building the sustainability of the EXPECT initiative more generally.

At the time of writing COMESA was not part of the work planning process though it was expected that their input would be available for the Steering Committee meeting at the end of October.

The 2011/2012 work planning process indicated the REC's are clear in their (very different) needs and that those needs are well integrated into their strategic orientations and priorities.

The Contracting Process

Local and international consultants are hired under many different circumstances under the PACT II program both by ITC Geneva Technical Divisions and by the REC's themselves. Because the proceeds of hiring and even utilizing consultants was not always transparent to the REC's it led to suggestions that the program was supplier driven rather than demand responsive⁸. Examples of the kinds of problems that occurred include|:

- At one point, there was a meeting organized from Geneva for N'Jamena without the knowledge of the ECCAS Secretariat. Once the situation became known it was cancelled.
- When working to implement some of the activities with ITC support the REC's have on occasion found themselves working with consultants instead of the ITC technical staff without any say in the selection of the consultant (Drafting of TOR's, taking part in selection)

⁸ There are case where Technical Divisions have routinely provided terms of reference for review by RTA's before contracting with little or not feedback (the feedback issue), but while this constitutes 'involvement' in the process it is not ownership in the fuller sense.

- Quality of consultants work was sometimes poor, inappropriate and involved more than just technical inputs. They on occasion assumed responsibility for administration and delivery of services from identification, design to implementation of activities.

There is no suggestion here that there is widespread use of consultants but it does suggest that some tighter results focused and participatory oversight may be in order something which the drafting of Standard Operating Procedures might help to address. Currently, different technical divisions at ITC work differently with respect to the use of consultants.

The PCU has started to address this by putting in place the Performance Agreements which will help to ensure that consulting resources are targeted and used properly. It is to be noted that not all technical units of ITC suffered from these problems with some going to great lengths to ensure the RECs participate in the drafting of TOR's and consultant selection, even for international consultants.

Consideration should be given to developing standard operating procedures on the hiring and deployment of consultants for programs such as PACT II, For example, it should be standard procedure that the RECs are involved in the selection of consultants and that this selection should be done on the basis of a commonly agreed requirements. It would simplify transactions, foster transparency and accountability and help ensure joint ownership.

The Role and Profile of CIDA

As the funder, CIDA is responsible for transferring financial resources in a timely and sufficient manner in accordance with the provisions of the grant arrangement with the ITC and implementation of the program's its defined performance and reporting standards. In this context CIDA works to ensure there is an understanding of program concept design and results expected by and from the Executing Agency. At the same time CIDA oversees overall quality control with its executing partners in terms of expertise applied and monitoring and reporting to results.

In terms of timely financial disbursements as agreed upon in the program plan there have been no delays or discrepancies in disbursements to the Executing Agency, the International Trade Centre, that were not in keeping with reporting and activity requirements.

As for understanding the programs, design, goals and objectives, the program has changed significantly since it was first launched. Over time it became evident that a differentiated approach to the REC's was required as each had different capacities and were at different stages in their evolution, though all were expected to reach the overall goal of improved regional and international trade for SME's. CIDA together with ITC adapted to this challenge in a way that included re-visiting the RBM framework and

objectives and re-aligning resources toward more clearly identified individual REC needs. With these initial but formative needs addressed it is now a matter of consolidating the gains and defining a clear direction ahead, with emphasis on actions that build intra-regional trade throughout all components of the program, including ACCESS! .

The ITC as an executing agency is known and respected for its expertise in trade development and overall this has been evident in the implementation of this program. As noted in the discussion on contracting procedures however there have been occasions where the application of technical expertise has not always matched the perceived requirements of the REC's. This is in part due to a cultural shift required of the ITC toward a more responsive rather than directive approach to development assistance.

In terms of the reporting relationship between CIDA and the ITC, the reporting regimen has been detailed and has addressed results and has made progress in moving from activities reporting to outputs/outcomes reporting. It is the understanding that there is still work to be done in results reporting at the corporate level. There is also the prospect of the RBM reporting regime maturing toward the most recent reporting framework of CIDA but this is a work in progress given the still-recent exposure to RBM. It is something for future consideration.

CIDA has met its financial commitments in a timely and appropriate manner and has worked closely with the ITC to make the necessary and successful adjustments to the program that auger well for successful outcomes.

Knowledge and Skills Transfer

To what degree has technology/knowledge/skills transfer from the ITC to the REC's occurred? The answer is partial and shallow. Partial in the sense that the community of professionals skilled in trade flow analysis and trade data analysis remains small and vulnerable (to turnover) and shallow in that the degree of experience in years and in the availability of support systems is not fully formed. It is the task of the remaining term of the program to deepen both.

The COMESA Challenge

In terms of the three RECs the ownership issue that has been the most contentious has been with COMESA. This was due in part to early misunderstandings about the way PACT II was to operate in terms of funding (not realizing initially that the funding was not

direct)⁹ and by weak engagement of counterparts, with COMESA not having a RTA counterpart unlike ECOWAS and ECCAS. As noted before, there are problems at the technical level centering on the leather sector strategy; notably between what is being implemented and what is desired by some in senior management in COMESA, and where to promote leather in the value chain¹⁰. . At the same time it needs to be appreciated that of all the RECs the budget significance of PACT II is very low (less than 2% annually) which means that to maintain profile it needs to be seen as strategically important. This is a challenge for the PACT II implementation as a *diplomatic* exercise. It is not aided by lack of coherence in implementation coming from ITC as a result of decentralized authority.

Regionalizing Gender

PACT II has made engaging and supporting women owned enterprises in trade promotion and development one of its stated outcomes (4.2). It is also a focus that is to be incorporated into the other programming streams including the building of trade networks, trade information systems, Apex organizations and even into analytical tools (gender disaggregated analysis).

The flagship of the gender mainstreaming efforts under PACT II is the ACCESS! Program, a program which aims at improving business support services for women engaged in international trade. The ACCESS! program has been a separate initiative and was a fully operational when PACT II was started in 2008. Its modality was not regional but national in that it was implemented through selected national Focal Points. Its administration is handled by a dedicated staff person at ITC with trainers selected from a professionally qualified roster. The program has been robust, active and is generally recognized and lauded for its high quality. Indeed these features are the source of the only real issue it faces – its relative autonomy.

PACT II has tried to address this issue by establishing working agreements with the REC's titled "*Role and Responsibilities for Regional Partners at REC Level, ECCAS, ECOWAS and COMESA, Terms of Reference*" in which some of the expected role and

⁹ This was addressed over time and has helped ensure a sense of COMESA ownership of the program at the highest level.

¹⁰ This was clarified at the PSC meeting of November 2011 that the issue of value addition was critical for the COMESA region and it was a Council Decision to have the programmes focusing on the entire value chain. This is why COMESA is developing Regional Sectoral Strategies which will guide all programmes working in these areas.

responsibilities foreseen for Regional Gender Desks / Institutions were outlined including but not limited to:

1. Providing support and guidance on mainstreaming ACCESS! II programme and related activities in line with REC's priority issues on gender.
2. Ensure that women are fully participating in PACT II initiatives and components and that gender becomes integrated into programme components and service offerings.
3. Provide inputs towards the establishment of interlinkages between PACT programme components and ACCESS! services.
4. Provide ongoing assistance to ITC in identifying new partnership opportunities for the expansion and greater success of ACCESS!
5. Contribute in identifying opportunities for regional collaboration/participation in trade promotion activities and market linkage initiatives such as joint ventures, trade show, market access initiatives for target sectors (such as Design Africa).
6. Flag sector specific regional trade issues affecting ACCESS! beneficiaries, with a view to integrating information on these issues and how to deal with them on the ACCESS! Web portal.
7. ...

According to ITC, to date the response from the gender sections of the RECs to work with the ACCESS! program and indeed the integration of gender as a cross cutting theme through the other elements of the program has not been as hoped. This seems so for different, and as yet not fully understood, reasons.

For example, In the case of ECCAS, a gender unit was never established for reasons noted above. In the case of ECOWAS, the gender unit has seen some training under the ACCESS! Program but otherwise had not been active in facilitating integration. The result of this is that ACCESS! continues to offer training programs; continues to receive good reviews by way of content and relevance but is seen as operating autonomously from the REC's.

What does seem evident is that the gulf between the ACCESS! component and the rest of the program appear wide. This serves neither well, and needs to be addressed independently and in the context of the wider gender mainstreaming agenda.

Addressing the problems of women owned enterprises for trade promotion and development is important to PACT II success but integration is proving problematic. In the desire to strengthen gender mainstreaming and better integrate the ACCESS! program into REC strategic plans, a work group made up of ACCESS! and REC gender unit/gender specialists might be considered to look at the issues and offer solutions.

b) ITC's Role and Strategic Objectives

The Role and Presence of ITC

ITC administration and involvement of PACT II has three financial components; the standard overhead charge of 13% which refers to Support Costs which ITC, in line with UN practice vis-a-vis donor funded projects. This 13% is charged directly to programme funds receivable from CIDA and goes to FMS (Finance) for corporate use. For PACT II there is an additional between 29% and 32% which represents PCU estimation of staff costs (overheads) that will have been spent since programme inception (2008) and projected to December 2011. These are the costs for the following staff:

1. PACT II Programme Coordinator, ITC Office, Geneva, Switzerland;
2. PACT II Regional Technical Adviser (COMESA) COMESA Secretariat, Lusaka, Zambia;
3. PACT II Regional Technical Adviser, (ECCAS) ECCAS Secretariat, Libreville, Gabon;
4. PACT II Regional Technical Adviser (ECOWAS) ECOWAS Commission, Abuja, Nigeria;
5. ACCESS! Adviser / Focal Point ITC Office, Geneva, Switzerland;
6. PACT II Adviser / Focal Point, ITC Office, Geneva, Switzerland;
7. Administrative support staff (Programme Coordination Unit), ITC Office, Geneva, Switzerland;
8. Administrative support staff (COMESA) COMESA Secretariat, Lusaka, Zambia;
9. Administrative support staff (ECCAS) ECCAS Secretariat, Libreville, Gabon;
10. Administrative support staff (ECOWAS), ECOWAS Commission, Abuja, Nigeria
11. Technical staff in ITC technical sections.

Third, ITC employs consultants. By the end of 2011 the expected expenditure on consultants is estimated at \$1,701,251 classified as either international or national consultants. Some of the international consultants are hired from the region. Together these consulting expenditures represented 11% of allotted expenditures to the end of 2011 (12% of actual expenditures to September 2011). The three ITC controlled expenditures ¹¹ (overhead, administration and non regional international consultants) means ITC is directly responsible for expending over 50% of funds in one way or another under the program.

There are several pressures that may reduce this proportion of funds going to ITC in future programming of this kind. These include:

- As the RECs and TSIs develop their own capacity, their need and frequency for expertise will change. It may require fewer interventions and of a different quality. These interventions may or may not represent a higher return to ITC.
- In future programs like this, some of the current staff costs may no longer be the responsibility of the program, for example this would occur should the RTAs become staff members of the RECs or should the RECs or their equivalent handle all the administrative support.
- More and more consultants and field staff will be able to be hired locally thereby reducing costs.

In future similar programs, due to differences in requirements and partner capacity, ITC will also need to be able to provide more efficient management and higher value and better tailored services to remain with a significant role and budget share.

A Diversified ITC

The role of ITC under PACT II has been highly differentiated and an evolutionary one. Different REC's have had different needs and capabilities and ITC has had to adjust and adapt accordingly. Similarly as it looks to the future it will need this adaptive capability to address different situations and different programming configurations. Below is a simple typology which tries to capture its potential role in different programming situations. It is suggestive more than prescriptive but indicates ITC's need for a strong coordination

¹¹ See section on consultant selection. In some cases consultants are hired in joint consultation with the REC.s,

capability. For longer programs like PACT II, ITC may find its partners moving from one stage to another, requiring ongoing changes and adjustments in ITC's role.

TABLE 1: Institutional Change Model

Partner Institutional Level of Development	Formative	Basic capacity looking to Upgrade	Mature
ITC Value Added	Possess the skills and competencies to direct programming and provide services	Strong coordination skills overseeing ITC direct performance while transferring capacity to partners	A networked coordinating organization that draws on resources worldwide to meet highly specific requirements
Needs Assessment	Led by ITC in cooperation with partner	Joint needs assessment	Partner comes to table knowing needs but seeks perspective
Program Budgetary Control	High level of ITC control	Shared responsibility and authority depending on partner capacity	Funds may be administered through partner corporate services to large degree
Performance Monitoring and RBM	ITC sponsored training required	RBM in place with specialized upgrading and monitoring by ITC required to ensure quality oversight	RBM oversight by partner sophisticated and complete, demands may be on ITC to perform to their standards
Role of PCU	Responsible for all or near all aspects of program performance delivered by ITC while monitoring partner agency capabilities and contribution	Developing procedures and processes that facilitate joint responsibility with a capacity for skills and capability transfer	A decentralized PCU office will translate partner needs to ITC, coordinate resources and tap the ITC network for special needs and services
Nature of technical support	ITC provides basic technical training on a range of trade related skills sets as defined by need	Full range of type of support possible from some basic to more advanced support/ training from ITC. Production of support materials reverting more and more to the partner organization. Increased role for ITC as mentor/ monitor	Very high end and in competition with others as partner seeks multiple sources of trade development related expertise. Opportunities for ITC to meet special requirements based on its 'networked' capabilities (rather than in-house) ¹² .

¹² Highly specialized offerings such as Foresight Analysis could be part of the ITC repertoire

How do all these possible scenarios fit into ITC's longer term strategic goals and objectives of building a stronger ITC? How does ITC want to manage its future programs? This question is important for ITC as it looks to become a stronger organization in part by maintaining a commitment to larger multi-year programmes¹³. It will need to address several questions:

- How much technical expertise to retain in house in what technical areas?
- What balance to maintain between being able to give direct product offerings; to monitoring or mentorship oversight to leveraging other's capabilities to meet programming ends?
- What sort of field presence best serves programming ends? Individual staff placements? Whole coordination units?

The highly diversified market place for trade promotion and development capacity building services means the ITC will have to offer a wide range of offerings, skills and organizational choices if it is to stay relevant. This suggests a stronger coordination role and a reduced 'product' role.

2.1.2 Implementation of Activities

Following a slow start to implementation, the number of activities launched from the last half of 2010 has accelerated. To illustrate this, the Table 1 lists the date of implementation of activities, the kind of activity and the outcomes addressed. The purpose is to show that the pace of implementation has increased in the last year so that the planning schedule is now more on track. It is not meant to be an exhaustive list of who has done what.

¹³ Strategic Plan 2010-2013, International Trade Centre, 2009, page 13.

**TABLE 2: Training and Planning Meetings/Work Groups Scheduled
2009 - April 2011**

Activity	Date	Outcome
Regional PACT II launch events in each REC (3 events)	Jun-July 2009	
Inter REC Meeting Addis Ababa	Sep 2009	1.1
ECCAS market analysis training (+ 2 months of technical mentoring)	Sep 2009	2.2
COMESA market analysis training (+ 3 months of technical mentoring)	Sep 2009	2.2
ECOWAS market analysis training (+ 2 months of technical mentoring)	Oct 2009	2.2
RBM Training for COMESA Secretariat and TSI's	Nov 2009	2.1
RBM Training for ECCAS Secretariat and TSI's	Nov 2009	2.1
Second ECCAS market analysis training (followed by sector report development)	Dec 2009	2.2
Second ECOWAS market analysis training (followed by sector report development)	Dec 2009	2.2
2009 – 8 workshops (and 3 launch events)		
Second COMESA market analysis training	Jan 2010	2.2
COMESA Business Council Meeting	Jan 2010	3.2
COMESA workshop on Business generation methodology and leather strategy review	Feb 2010	4.1 and 2.3
ECOWAS led sector validation workshop	Mar 2010	2.3
ECCAS training workshop on regional trade promotion	Apr 2010	3.1
Inter-REC Meeting Libreville	Apr 2010	1.1
ECOWAS training workshop on regional trade promotion and RBM	July 2010	3.1 and 2.1
COMESA National value chain mapping roundtables (3 events in Malawi, Uganda, Zimbabwe)	July 2010	2.3
ECOWAS TEN is support of the ECOWAS Export Actor's Program on PPP	July 2010	3.2
Rules of Origin Workshop COMESA, EAC, SADC	July 2010	3.2
COMESA Business Forum	Aug 2010	3.2
COMESA Business Council networking workshop	Sept 2010	3.1
ECCAS region coffee sector Export Strategy Consultation	Oct 2010	2.3
ECCAS meeting to establish regional trade info network	Oct 2010	3.4

ECOWAS region mango sector Export Strategy Consultation	Oct 2010	2.3
Inter REC Meeting Lusaka	Oct 2010	1.1
ECOWAS regional mango value chain analysis workshop	Nov 2010	2.3
ECCAS regional coffee value chain analysis workshop	Nov 2010	2.3
ECCAS RBM Budget and Planning Retreat	Nov 2010	2.1
COMESA workshop on trade information	Dec 2010	3.4
COMESA region leather value chain workshop	Dec 2010	2.3
ECCAS Training workshops on OHADA rules and regulations in Chad (3 locations)	Dec 2010	3.3
ACCESS! Regional training of trainers Workshops – one in each REC	Jun-Oct 2010	4.2
2010 – 26 workshops		
ECCAS workshop on trade information	Jan 2011	3.4
ECOWAS regional Export Actors Platform Group Meeting	Mar 2011	3.1 and 3.2
COMESA Tripartite Business Forum	Mar 2011	3.2
ECCAS regional meeting of Apex bodies launch	Mar 2011	3.2 and 3.1
COMESA participation in All Africa Leather Fair	Mar 2011	4.1
COMESA national awareness dissemination workshops on requirements for leather (6 locations)	Apr- May 2011	4.1
ECCAS Training workshops on OHADA rules and regulations in Congo (3 locations)	Apr 2011	3.3
COMESA training workshop in trade and export flow analysis	May 2011	2.2
COMESA Regional Training Workshop on Trade Policy Development Papers	May 2011	3.2
ECOWAS Mango value chain export strategy review	June 2011	2.3
ECOWAS Training of trainers on market analysis	July 2011	2.2
COMESA Training workshop on market analysis for business sector representatives	July 2011	2.2
COMESA Business Tour in India	July 2011	4.1
ECCAS training workshop on sector strategy formulation	July 2011	2.3
COMESA Overseas Business Tour for leather enterprises to India	July 2011	4.1

COMESA Training workshop on ITC's methodology for business generation	Aug 2011	3.1
ECOWAS mango strategy validation workshop	Aug 2011	2.3
ECCAS training workshop on intra-regional market analysis tools	Aug 2011	2.2
ECCAS launch of regional trade promotion network	Sept 2011	3.1
ECCAS OPAC (Apex org's) founding meeting	Sep 2011	3.2 and 3.1
COMESA Overseas Business Tour for leather enterprises to Italy	Sept 2011	4.1
COMESA Business Council meeting	Oct 2011	3.1 and 3.2
Inter REC Meeting	Oct 2011	1.1
ECCAS trade information training workshop	Nov 2011	3.4
ECOWAS Overseas Business Tour for mango enterprises to Brazil	Nov 2011	4.1
ECCAS Training workshop on OHADA rules and regulations in Gabon (3 locations)	Nov 2011	3.3
ECOWAS trade information training workshop	Nov 2011	3.4
ECOWAS Exporter Actors Forum	Dec 2011	3.1 and 3.2
ACCESS! National training Workshops - 10 to date	May-July 2011	4.2
201 (to Sept) - 46 Workshops		

From September 2009 to August 2010 there were 18 workshops held while from September 2010 to August 2011 40 were held. Importantly, many of the earlier workshops were 'enabling' workshops, putting the requirements in place to allow for effective implementation later (such as RBM workshops). Delays were in many instances unavoidable. In the case of Mango strategy implementation, ECOWAS was in the process of organizational change and activities had to wait until the establishment of the ECOWAS TEN which was not finalized until June 2011. The validation of the strategy document occurred only in August of 2011. The selection of the coffee sector for ECCAS occurred later than planned with funds allocated mid-February 2011.

The number of workshops was not the only indication of growing implementation success. Disbursements of funds which had been lagging also began to meet expected targets in 2011. Whereas by the end of 2009 only 60% of planned expenditures were disbursed, at the end of 2010 the rate was 67% of planned, with 2011 on track for improvement over 2010 with a rate of 84% as of September 2011".

It remains the case however that the program is not where it was expected to be at this stage. This will be detailed more when outcomes are examined but suffice it to say that

generally speaking the program has taken the first crucial steps to building the capacity needed to more effectively promote inter regional and international trade.

Implementation of activities is proceeding at an accelerated pace bringing activity schedules very much closer to planned schedules and budgets.

2.1.3 Achievement of Results

Achieving results is both process and an end. The process involves building the instrumentation that allows organizations to address results as an objective. The product is a good, or service capability that meets defined needs.

Results management culture and capacity

One of the first tasks of implementation for PACT II was building capacity for results management and reporting business practices in organizations which were only beginning to make RBM part of their business culture. Since then, considerable progress has been made but much remains to be done as confidence and familiarity with its requirements remains tepid while supporting monitoring and evaluation capacities are limited or even non-existent.

All three RECs received RBM training in the early stages of implementation of the PACT II program. In the case of ECOWAS Secretariat approx 62% of 24 participants trained in RBM provided feedback that they are using the acquired knowledge, skills and methodologies in their regular programme work. More specifically RBM principles have been gradually integrated in the operations of the ECOWAS Private Sector Directorate where it constitutes a cornerstone of the new ECOWAS TDP initiative.

In the case of COMESA the same training of Secretariat staff and TSIs resulted in the application of RBM principles to the development of Secretariat's Medium Term Strategic Plan for 2011-2015; the formulation of the Medium Term Strategic Plan for the COMESA Business Council (CBC) and COMESA Secretariat's trade development programmes restructuring process.

In the case of ECCAS a French version of the RBM manual and tool kit was finalized and is in use by the ECCAS Secretariat for its project planning and monitoring. At least 50% of the ECCAS Secretariat staff who attended the RBM training workshop is applying the knowledge and skills acquired in their day-to-day jobs-. The ECCAS Secretariat developed a 2011 work plan budget based on RBM principles, which resulted in the formulation of its 2011 RBM, based work plan and budge and in a more structured M&E system based on key performance indicators (KPIs) was defined for all activities included in its annual work plan.

That stakeholders are committed to managing and reporting on results is without question, but monitoring, mentoring and mechanisms for ensuring quality control are not

yet fully in place for some of the RECs. In the case of ECCAS, a staff program monitor/evaluator position was established toward the end of 2010. Unfortunately the monitor fell ill in March of 2011 leaving the position unattended since.

ECOWAS also established a monitor position, indeed a monitoring unit, at the end of 2010 and while it is a key area for further development it remains “a work in progress”. Capacity is still being built including further training, the building of a Community wide IT M&E system (SAP), further integrating RBM into the strategic planning and budgeting process. In 2012 ECOWAS the budget is based on the building of a framework for continuous monitoring that would include PACT II.

In COMESA the recruitment of an M&E officer was delayed resulting in delayed collection of baseline data for purposes of work plan development. Outside of this there is little evidence to suggest that a robust monitoring regime is being put in place for PACT II at COMESA. Emphasis has been on aligning PACT II with the reporting requirements of the Medium Term Strategic Plan with little specific attention to the M&E needs of PACT II per se.

Working to results in trade promotion and development

Mid way through the implementation of PACT II the situation can be characterized as one of being in a position to achieve results rather than actually achieving them. Efforts to date have been on building the enabling environment that will see results. The situation is like a tail pipe – a lot of machinery to produce some exhaust. The challenge is to get the entire machine moving the trade development and promotion agenda forward on a broad front.

Working to results in selected sectors

Developing and demonstrating improved trade in a specific product area (coffee in ECCAS, mango in ECOWAS, and leather in COMESA) has allowed the PACT II program to align itself with sectoral initiatives that were already part of programming priorities in the RECs (ECOWAS and COMESA) or allowed PACT II to bring credibility and profile to the REC (ECCAS). Furthermore, because the sectoral initiative was a practical exercise it allowed for the testing of the value of the ITC products and capabilities as well as being a test of coordination and mutual understanding.

To date this testing has raised a couple of issues:

- Where to place emphasis in terms of the value chain in traded products. In the case of leather, the ITC led program to date has emphasized the development of a sustainable trade oriented supply chain based on the marketing and processing of the upstream leather products targeting the tanning segment of semi-processed (wet-blue), semi-finished (crust) and finished leather . Wet-blue a bulk low value leather product that has high levels of pollution. The pollution issue is addressed in the programming while overall this approach has reached its

highest point of development in trade missions to Indian and Italy with contracts signed with between an African and Indian firm. Discussions are on-going about where to place target participants efforts one these business tours.

This strategy did not enjoy universal support in COMESA and even within parts of ITC which questioned the ability of Africa to compete in bulk low value markets favoring emphasis on higher value leather goods (ethical fashion products).

- In ECCAS the issue has been raised whether the publication of statistics on coffee, the first output of the strategy, will really encourage coffee trade while at the same there is the feeling that ECCAS and not ITC should be the named publisher of the data.

The sector strategies of leather and coffee illustrate the strains that occur when the TSI institutions are weak allowing the interests and preoccupations of the international technical experts to override local priorities and intent.

2.1.4 Attainment of Objectives

The objectives of PACT II are to the strengthen the capacity of African Regional and national institutions to enhance export competitiveness, market linkages and export revenues of African SMEs especially women owned SME's.

In terms of strengthening of regional institutions to enhance export competitiveness, considerable new capacity does exist in the form of more local expertise (in trade and market analysis, business generation, business advocacy and sector specific production requirements among others) being available to RECs as a result of training and skills transfer from the technical units at ITC. Of the three RECs ECOWAS seems to be in the best position to take advantage of these skills with their TEN platform. ECCAS has a much tougher challenge simply because the private sector is so weak and unorganized and is not in a strong position to take advantage of the new capacity.

IT and database systems to facilitate networking and market linkages still need to be more fully developed and made functional while some sector strategies.

In terms of increased revenues for SMEs from improved exports, the evidence for this to date is largely on a one off basis – notably the contract established with some leather firms as a result of the trade mission to India. It is far too early in the program to see these kinds of financial results or to assess sustainability. Indeed, a better and earlier gauge of revenue generating responses to PACT II programming efforts may be found in the ability to expand the number of paying members of TSIs.

It is too early in implementation to gauge whether PACT II efforts to date have met the ultimate objective of increasing trade in other than an incidental way. There is much better progress on immediate and even some intermediate outcomes.

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2.2 Assessment of Effects

2.2.1 Outcomes

The Outcomes expected of the program include:

1. Development of Pan-African partnerships and networking for regional trade development and promotion (TDP) and exports for good in Africa
2. REC Secretariats take the lead for sustainable and inclusive regional trade development and promotion (TDP), as trusted and visible broker
3. Regional trade support networks, including businesswomen's networks, engage in regional trade policy dialogue and trade support
4. Cross-border business linkages and enterprise-level export success for good in priority sectors and markets

In terms of results 1, development of Pan African networks there have been some token gestures to address this requirement, including participation in a Private Sector Forum in Kampala Uganda in 2010 but as an overall result by which to gauge program success it has some serious shortcomings.

First, these networks will only be effective after and until other aspects of the program are successful and operational. It is superstructure at the highest level and in and of themselves will offer little to the trade promotion agenda in the absence of the success of other efforts. Secondly, in a program that already suffers from fragmentation and no clear focus promoting pan-African networks as well is a distraction. In the same vein and third, the development of pan-African capability can be left to other programs and agencies to carry with the PACT program able to cover any coordination benefits or costs under Outcome 3 , the building of regional trade support networks. The evaluator

¹⁴ Immediate outcomes address gaps, while intermediate outcomes result in changes in behavior, actions, decisions as a result of the gaps being addressed.

is of the opinion that this result should be dropped from the program and resources committed to it placed to other more pressing and important needs, especially the need to strengthen regionally focused Trade Support Institutions.

Result 1 *development of Pan African networks* is problematical as separate and distinct outcome because of its derivative nature. Merging with Outcome 3 would help maintain program focus and better reflect program outcome possibilities.

In terms of Results 2, *REC Secretariats take the lead for sustainable and inclusive regional trade development and promotion (TDP), as trusted and visible broker*, the evaluator refers to the Program Performance Report of Zafar conducted earlier in the year as to the details as to what has been done to boost REC capacity in trade promotion and development especially with respect to the use of RBM tools and training, the development of databases and information and the development of a sector strategy.

Some themes emerged affecting the possible achievement of this result and were as follows:

- RBM methods and understandings are not deeply embedded in institutional norms and operations and are in need of on-going oversight and monitoring to ensure quality control and further knowledge transfer.
- The non-RBM technical skills of trade analysis, policy development, trade generation, value chain analysis needs to go beyond the RECs to the TSI's.
- Participatory processes that were part of the development of sector strategies were successful in building the strategies and fostering engagement.

Result 2 has been important to building the enabling environment for further action on trade development and promotion. The challenge for PACT II is to consolidate the gains made through quality control measures.

Results 3, the *Development of regional trade support networks, Apex bodies and trade information systems* **is seen as the core of successful TDP**. Without strong, networked and self-sustaining and regionally focused TSI's supported by private sector enterprises, trade promotion and development will be very much harder to address creatively and implement efficiently. At the same time it is important to recognize that:

- Apex bodies are only as strong as their member associations. The ability to network, mobilize resources, transfer skills and knowledge to enterprises and advocate on policy issues will have to be driven by the specialized TSI's.

Result 3 - the building of networks, TSIs and following that Apex bodies - is the key to success of PACT II as a broad based effort to promote and strengthen intra-regional trade for SMEs. TSI strengthening should be at the heart of PACT II programming efforts for the duration of the program.

Results 4.1 and 4.2 focus on trade promotion and development activities at the enterprise level. As almost stand alone components, they are more illustrative than determinant in terms of the results expected of PACT II. They provide the test cases for addressing all the regional issues, technicalities and impediments that traders in goods and services face in Africa.

The results stemming from these two initiatives of the programme have been discussed elsewhere (2.2.1) and both had to do with integrating into the RECs strategic and operational priorities and norms. For ACCESS! (4.2) it was a case of gender mainstreaming, while for the sector initiatives it was about relevance and ownership.

Evidence from ACCESS! indicates high participation and high levels of uptake suggesting that the Return On Investment (ROI) on trade development and promotion is relatively high.

In the examination of the achievement of results a word of caution is in order. It is one thing to look at each of the outcomes and indicators and ask if each of the different expected results have been achieved. It is quite another to assess whether taken together all these achieved outcomes work together to promote the trade development agenda effectively. This is because in this situation the whole is greater than the sum of the parts. All parts of the system have to be working together to maximize program outcomes.

Important for PACT II success will be the ability to take the experience and lessons learned from implementing 4.1 and 4.2 and incorporating it in ways that cut across all sectors and program components. Targeting women owned enterprises for trade development and promotion yields relatively high ROI.

2.2.2 Impacts

The revised log frame for PACT II had an impact statement that was as follows:

*Diversified and expanded exports within and outside
Africa contributing to sustainable economic and social development in Africa*

The impact indicators are:

1. Increase in export volume (intra- and inter- REC; international): a) meeting international product standards and b) with due consideration given to environmental impact
2. Extent to which export base has changed qualitatively, through a) exports to new markets (market diversification); b) increased value-added in priority export sectors; c) share of "green" products in priority sectors; d) share of exporting enterprises in priority sectors with women as (i) investors/owners; (ii) more than 50% of employees; (iii) key service providers
3. Increase in trade-related income levels for women, men and youth within priority export sectors
4. Increase in productive employment and decent work for women, men and youth in targeted export sectors
5. Trends in the significance of trade vis-à-vis national income

It is long way from institution capacity building for trade to increased trade volumes, improved quality and value of traded products, to increased share of women owned enterprises in trade, to improved employment and share of trade in national income.

While it is not clear to the evaluator whether all together or simply one of these measures constitutes program success it is safe to say that to date none of these impacts can be seen as a result of PACT II actions as yet. Indeed when they do happen and there is no reason to doubt that over the longer run trade will increase, it will be difficult to attribute the change to PACT II specifically. (This is the problem with all impact or ultimate outcome statements – time and complexity make direct attribution very difficult).

This attribution is made even more difficult in that the actors who will ensure these impacts are at the enterprise level, a level that the PACT II program does not deal with directly except in the case of ACCESS! component. Add to this that there are only two years left in PACT II the likelihood of influencing enterprises significantly through the initiatives taken is likely to be incremental.

The evaluator is of the opinion then that the impact of PACT II will not be able to be measured meaningfully by the indicators presented in the current logic model. To establish the real impact of this phase program we must look to the more immediate or even intermediate results that are likely to occur yet which go a bit beyond the outcome indicators discussed above.

With that in mind, it is suggested a more realistic impact statement – and one that would give the entire program a clearer focus – would be:

The building of self-sustaining regionally and internationally focused Trade Support Institutions linked to REC's TDP strategic objectives and able to provide a full range of trade related services to their members.

Focusing the impact of PACT II programming on the TSIs not only provides the program with a clearer more identifiable focus, but is more achievable within the timelines of the program and is deemed by everyone to be an essential building block to regional TPD in Africa.

Within this more limited impact it can be stated that PACT II has already gone some ways to strengthening private sector trade related institutions. They include:

- Support to ECOWAS EXPECT platform
- Support to ECOWAS TEN initiative
- Support to the Zambia Development Agency
- Development of a statistical capability and profile on coffee for ECCAS
- Promotion of private sector apex organization in COMESA (the COMESA Business Council) and ECCAS with the recent launch of new regional business councils in the Central African region based on three apex bodies i.e. chambers of commerce, employers' associations and businesswomen's organizations.
- The RBM and other training, mentoring given to TSI representatives on many different occasions.

For the duration of the program a more operational definition of the impact of PACT II might be considered as follows:

The building of self-sustaining regionally and internationally focused Trade Support Institutions linked to RECs TDP strategic objectives and able to provide a full range of trade related services to their members.

PACT II will need to evaluate the cohesiveness and coherence of all the different initiatives on the TSIs as part of the monitoring and evaluation of the program.

2.2.3 Sustainability

The representatives of all three RECs expressed concern about how the program would be wound down or continued in another form. Discussions noted three ways that a

program for strengthening trade promotion development could be sustained – with a fourth being the continued funding of a PACT III. These three possible ways were:

- Integration into the operations of the REC's
- Leveraging PACT II with other similar initiatives
- Commercialization

In terms of integration there has been considerable commitment with ECOWAS to commit a minimum of \$550,000 for each of 5 years to private sector development through the Private Sector Unit where the PACT II program is administered¹⁵. As noted earlier, PACT II has been fully incorporated into the strategic plan of ECOWAS, particularly with respect to its EX|PECT and TEN initiatives.

ECCAS too has incorporated PACT II into its strategic planning process and has committed resources to achieving program results including the hiring of two technical support persons and commitment to hire more within a private sector unit.

COMESA's Medium Term Strategic Plan embraces PACT II inputs especially under Priority Areas 2 "Enhance Competitiveness and build regional productive capacity and technological; capability". The areas where COMESA has provided co-financing are those where synergies with other programmes were identified such as the CBC meeting in January 2010, the Rules of Origin Meeting in Kampala (July 2010), the Trade Information and Business Intelligence Consultative meeting in Rwanda (Nov/Dec 2010) and in providing facilities for training and other requirements. COMESA's resource commitments have largely been in logistical and facilities support.

In terms of leveraging to obtain additional resources, again both ECCAS and ECOWAS have worked with other funding sources to support or extend PACT II capacity building efforts. In the case of ECCAS they have worked with the Centre of Enterprise Development of the EU top help with building the proposed Private Sector Unit. In the case of ECOWAS they have been working closely with USAID in sector development initiatives. COMESA is strengthening its regional reach by forging alliances with the East African Community and SADC especially in the area of trade promotion.

Commercialization of business processes and products and services is a third route to sustainability. Opportunities exist to generate revenues though:

¹⁵ PACT II represents 15% of the budget of the Private Sector Directorate, its largest single contributor. {Please verify and indicate source}

- Membership fee to value driven TSIs
- Fees for capacity building services

Private sector enterprises have shown a willingness to pay for trade promotion and development services when they see them to be of value.¹⁶

¹⁶ As examples of this: 14 national and pan-African business associations and SMEs sent written expressions of interest to become members of the COMESA Business Council by paying fees; SMEs cost-shared their participation in the leather business tours.

3. LESSONS LEARNED AND GOOD PRACTICES

3.1 Lessons Learned

PACT II has been a program that has seen many changes since it was launched in 2008 all the while remaining true to its original intent: to strengthen the capacity of African Regional and national institutions to enhance export competitiveness, market linkages and export revenues of African SMEs especially women owned SMEs.

In the course of implementing a wide range of activities over a diverse physical and institutional geography the following has been learned:

At the Management and operations level

- The ITC is still adjusting to the demands required of larger scale program management but has made considerable progress in this regard. For an organization which was used to overseeing smaller more technically focused projects largely supervised by the technical divisions, accountability and oversight of an overall Program Coordination Unit has been an adjustment for some.
- The absence of a Terms of Reference or mandate statement for the Program Coordination Unit has made establishing its authority and legitimacy more difficult. Despite this the PCU has maintained program scope control, worked diligently to balance the different interests in the program and has brought results based accountability into the implementation process.
- In the absence of technological capability in Africa especially with respect to the internet (both access and reliability) the value of standard web-based services is questionable. Alternatives, including smart phone apps, need to be examined.
- PACT II is at a tipping point – it has fostered basic enabling capacity and is now at the point where this capacity needs to translate into broader outcomes.
- The program best succeeds when it is demand responsive: i.e. when it addressed the needs and priorities of the beneficiaries, especially the RECs and TSIs
- Over time, program participants have learned the value of feedback and have taken measures to improve communication on this and other areas.

At the design and conceptual level

- At this stage the consensus emerging is that the basis for permanent strengthening of the capacity of African Regional and national institutions will be self-supporting service oriented regionally focused TSIs with strong analytical and policy capabilities

- The “attack on all fronts approach” of the original design created a program that was made up of several near-autonomous streams that require special efforts to achieve integration.

At the partner level (RECs and TSIs)

- The RECs are unequivocal in their support of the trade strengthening agenda, and they are equally unequivocal about taking the lead and ensuring any actions taken meets regional needs.
- Having beneficiaries assume such leadership and ownership, enabled by full participation, leads to better results and improves efficiency.
- Evidence and the experience of the ACCESS! program continues to support the notion that the trade related ROI for women owned enterprises remains high.

3.2 Good Practices

There are several practices which if continued will serve PACT II well to program completion: They include:

- Openness and flexibility
 - Openness to change and a willingness to incorporate relevant activities both within and outside the program has helped program relevance and profile
- Sector and value chain analysis approach
 - The sector approach employing value chain analysis is efficient as it helps address the trade challenges systematically and strategically
- Train the trainer approach
 - Skills and competencies become embedded within the regions and more readily transferred where needed
- Promoting a results culture
 - This adds to performance, makes for accountability and provides a common basis to engage other funders in the program
- Incorporating gender

- A gender analytical perspective needs to be maintained and even enhanced to maximize effectiveness
- Centers of responsibility
 - The PCU has recognized the need to have a more unitary centre of responsibility for the PACT II program and needs to strengthen that role
- Aligning with partner strategic priorities
 - By aligning with REC strategic priorities and insisting on results it will help RECs and their TSI partners address issues of economic efficiency more effectively while enhancing their economic roles

3.3 Constraints

The biggest constraint to PACT II achieving its expected outcomes is time. There is simply not enough time for PACT II activities and actions to translate into a significant effect on export competitiveness, market linkages and export revenues of African SMEs especially women owned SME's especially at the enterprise level. There is time however to substantially strengthen the capacity of regional and national institutions to build support capacity for trade. The main challenge will be to consolidate that capacity in the REC's and ensure its transfer to TSI's.

The other constraint on PACT II is skilled human resources both to manage the program itself and to ensure the competencies are consolidated and entrenched. The skills and competencies at the REC level are partial, aggravated by turnover, while at the TSI level they are even weaker. This is both an efficiency and sustainability problem, with the PCU taking on a key role, where communications and feedback will need to be at an elevated level, and where leveraging other initiatives and commercialization measures will need to be employed

Technology is a constraint to data and information transmission and trade related communications because of inadequate and unreliable IT systems.

Currently the failure to follow up, mentor or otherwise monitor the effects of activities is a constraint to effectiveness. Quality of intervention cannot be assured.

4. RECOMMENDATIONS

4.1 Issues resolved during evaluation

Three issues emerged during the course of the evaluation which were addressed directly and as part of the objective of the evaluation which was to build from lessons learned from the project and offer guidance and foster accountability in contributing to progress toward achievement of outcomes. These issues had to do with the reducing internal tension and unease over the evaluation, promoting a feedback culture and helping to resolve a misunderstanding that was leading to conflict.

In the first instance, it was evident that many people were on edge over the evaluation. Nervousness was visible with concern likely stemming from the worry about the fall out stemming from the 'storming' stage of the program referred to in the report. Over time there was the realization that this was not 'Internal Affairs' - looking for the mistakes or wrong doing. It was in time seen as an enabling exercise, something that was intended to be helpful to the future of the program. This made everyone more relaxed and willing to discuss the challenges they faced.

Secondly, the open discussion of these problems and then making others aware of them had a bearing on two areas. First, it raised the issue of recognition and feedback. Lack of feedback had made some feel unappreciated, their work not being seen as significant enough to warrant a response. It had festered but became an open discussion with immediate action taken. In the second area, misunderstanding over budgetary and work planning decisions with respect to the leather sector was also corroding relations and 'placing the issues on the table' led it to be taken up by senior management for resolution.

4.2 Actions/decisions recommended

On a general level, looking ahead PACT II needs to:

- Consolidate the new found capacities of the RECs to support trade promotion and development through:
 - Training follow up, mentoring and monitoring
 - Providing opportunities for skills enhancement and upgrading through linkages with communities of practice, other networking and on-line or phone application or technology tools

The ITC will need to maintain a tracking system of people trained with whom it will stay in contact directly or indirectly ideally through field-placed and locally hired mentors, overseers or assigned monitor.

- Redirect the focus of efforts to the capacity building of the TSIs using local skills wherever possible and as a way to provide focus and integrate the program. In terms of the Logic model and expected outcomes, Outcome 3 “*Regional trade support networks, including businesswomen’s networks, engaged in regional trade policy dialogue and trade support*” can be central to TSI ‘s role in regional trade development and promotion. This will need CIDA’s agreement and require a revised RBM framework.
- Continue to build the culture of ITC as a responsive organization able to meet a wide range of different institutional needs (such as those outlined in Table 1) directly or through networked relations. This includes enhancing the ITC ability to be overseer and quality control agent and as a centre of global trade expertise and knowledge management.
- Develop new but related trade promotion and development capabilities that are demand responsive. A skills and capacity gap analysis would be in order across the entire spectrum of trade promotion and development to see where ITC might add value. For example areas of expertise it could develop (or link up to) is marketing expertise (as opposed to market analysis), and/or a stronger *trade and gender* capability.

More specifically:

- Strengthen the role of the PCU by providing a clear terms of reference and providing additional administrative support.
- The Logic Model as it stands does not reflect program priorities in terms of outcomes that can be achieved or even work packages that can meaningfully contribute to achieving outcomes. Pan- Africa needs to be downgraded while overall effort and outcome focus should be TSI capacity building. It also needs to present management and administrative overhead costs more clearly.
- Continue to develop and entrench the results management culture throughout the system.
- Continue efforts at PACT team building by strengthening the feedback culture, calling regular team meetings with the counterparts in the REC’s and supporting regular RTA problem sharing consultations
- Better align PACT II with COMESA priorities and processes by strengthening the LLPI; clarifying the strategic agenda (where on the value chain to place emphasis), clarifying reporting relationships; supporting more on-going team building and accountability, and

- Establish a work group to find ways to better integrate ACCESS! into the programming of all RECs

5. CONCLUSIONS

As PACT II finds itself at the temporal mid- point of implementation it has overcome some start up challenges and appears well positioned to build on the new capacities and capabilities of the REC's and their TSI partners. The building has two dimensions, both of which are necessary to effectively deal with the three major challenges the program faces to completion: the challenges of implementation, ownership and sustainability.

The first dimension is one of consolidating and strengthening existing capabilities, much of it newly acquired. The second is to take these capabilities and engage and strengthen the private sector representative institutions so they can better promote and support inter regional and international trade for the benefit of SME's.

Important for consolidating and strengthening the RECs and TSIs is on-going monitoring for quality control over RBM, best practices in analysis and networking and business promotion and management among the other skills needed to develop the trade agenda. In terms of strengthening the private sector and its representative institutions it is question of making resources available at the right time in the right quantity to the right place. This will involve such things as transferring REC capabilities to analyze markets to the TSIs, and RECs working with the TSIs on policy related issues and actions. It will be sustaining data and information and networking systems helping with transition to a more commercial footing.

Implementation will be helped by having a shared focus and by administrative procedures and responsibilities that are backed by clear and understood operating procedures and terms of reference. It will all be facilitated by a strong feedback culture and open and transparent communications among stakeholders.

Ownership of the program will be shared with joint responsibility but in the spirit of an 'African owned and ITC supported' mandate. Propensities by ITC to direct change, necessary perhaps in the early days of the program, will give way to a responsive approach - needs and demand driven.

Sustainability will be achieved by incorporating PACT II initiatives into the strategic planning framework of the RECs and TSIs, by leveraging with other funding institutions and ultimately by commercializing TSIs to the point of self-sustainability.

APPENDIX 1 Documents Reviewed

Addendum to the 2010 Annual Report, Statistical Tables; International Trade Centre (2011).

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APPENDIX 2 Interviews[List preferably by under an organization grouping]

Name	Organization	Position
Bwalya, Daniel M.	COMESA	Project Accountant, COMESA/USAID programs
Chirwa, John B.	COMESA	Coordinator, Cross Border Trade REFORM Project
Jeranyama, Gordon M.	COMESA	Finance Officer
Kalonji, Thierry Mutombo	COMESA	Acting Director, Investment Promotion and Private Sector Development
Karangizi, Stephen R.	COMESA	Assistant Secretary General (Programs)
Mangeni, Francis (PhD)	COMESA	Director of Trade Customs and Monetary Affairs
Ndirangu, Anne W.	COMESA	Monitoring and Evaluation Expert
Tembo, Emiliana F.	COMESA	Director, Gender & Social Affairs
Tewelde, Dr. Berhane	COMESA	Cross Border Trade Coordinator, Div. of Investment Promotion and Private Sector Development
Uwera, Sandra	COMESA	COMESA Business Council (CBC) Coordinator
Walakira, Anthony J.	COMESA	Automated Data Processing Expert (EUROTRACE)
Mulenga, Angela M.	COMESA/EDF	Regional Agro-Foods Coordinator, ESA Region Focal Point, EU-All ACP Agricultural Commodities Program
Hailemariam, Dr. Tadesse	COMESA/LLPI	Research Assistant & Expert; Chairman, Core Team PACT II & Regional Leather Sector
Mbawo, Moses	Consultant	Consultant- Business Management & Finance, Zambia Chamber of Small and Medium Business Associations
Bamou, Ernest	ECCAS	Regional Technical Advisor
Bonfim, Carlos	ECCAS	Director, Political Macroeconomics, Commerce, Customs and Industry Branch
Mudubu, Léon Konande	ECCAS	Demographer - Statistician, Dept. of Physical , Economic and Monetary Integration
Touka, Jules Rommel	ECCAS	Macro-Economics Expert, Dept. of Physical , Economic and Monetary Integration
Ichoya, Katherine Nyangui	Federation of National Associations of Women in	Executive Director, FEMCOM Secretariat

Name	Organization	Position
	Business in Eastern and Southern Africa	
Aeroe, Anders	International Trade Centre	Director, Division of Market Development
Arbeid, Ralph	International Trade Centre	Market Development, Leather Sector Competitiveness
Ben-Ammar, Nadia	International Trade Centre	Business Development Officer, Enterprise Competitiveness
Cochin, Sylvie Bétemps	International Trade Centre	Trade Promotion Advisor, Office for Africa
Copy, Frédérine	International Trade Centre	Program Officer, Fresh Fruits and Vegetables, Sector Competitiveness
Cordobes, David	International Trade Centre	Trade Information Capacity Building Officer, Trade Information Services
Guicovsky Lizarraga, Ezequiel M.	International Trade Centre	Legal Advisor, Business Environment
Jappie, Riefqah	International Trade Centre	Strategic Planning Advisor, Office of the Executive Director
Jimenez Pont, Miguel	International Trade Centre	Head, Monitoring and Evaluation Unit, Office of the Executive Director
Lascari, Roberta	International Trade Centre	Export Strategy Consultant
Manson, Hernan A.	International Trade Centre	Associate Advisor for Value Chain Development
Marty, Olivier	International Trade Centre	Market Analyst, Market Analysis and Research
Sayers, Ian	International Trade Centre	Coordinator, Sector Development, Sector Competitiveness
Scholer, Morten	International Trade Centre	Senior Market Development Advisor, Sector Competitiveness
Turrel, Sébastien	International Trade Centre	Senior Trade Promotion Advisor, Office for Africa
Von Kirchbach, Friedrich	International Trade Centre	Director, Division of Country Programs
Bartel, Constantine	International Trade Centre	Officer in Charge, Office for Africa
Mbegabolawe, Calson	International trade Centre	PACT II Program Coordinator
Lubemba, Miyoba	Zambia Development Agency	Manager, Export Market Development
Mwape, Roseta	Zambian Association of Manufacturers	Chief Executive Officer

Name	Organization	Position
Philippe D. Tokpanou	ECOWAS	ITC/PACT II Regional Technical Adviser
Mr. Alfred Braimah	ECOWAS Commission	Director, Private Sector Department

APPENDIX 3 Interview Protocols (COMESA Sample)

Anne Ndirangu (COMESA M&E)

FOCUS: IMPLEMENTATION OF ACTIVITIES
 Achievements of Results
 Attainment of Objectives
 ASSESSMENT OF EFFECTS
 Outcomes
 Impacts
 Sustainability
 LESSONS LEARNED AND GOOD PRACTICES
 Lessons Learned
 Good Practices
 Constraints

Line of Questioning

Results Based Program Development and Reporting at COMESA:

History and status
 On-going RBM capacity development (training and feedback)
 Challenges in using RBM so far
 How cross-cutting themes addressed and captured
 Lessons Learned

Progress on Expected Outcomes

Strengthening of REC's (as lead organizations)

[How has PACT II helped – activities, how measured, how reported]
 [challenges and lessons learned]

Formalization of TSI's and interface with REC's

[Formalization of CBC]

[Development of regional trade information system – status and prospects]

[extent of competing forces, funders, national governments,]

[challenges and lessons learned]

Facilitation of policy dialogue

[what other organizations part of this process]

[what has taken place and what has resulted – and plans]

[links to ATPC]

[challenges and lessons learned]

Enhancement of Export Competitiveness

Performance measures for the leather sector, reach – how strengthening

REC?

Other potential sectors

[challenges and lessons learned]

Pan African Networking

[challenges and lessons learned]

Team Operationalization

Collective buy-in and Team approach

[examples and how measured]

Risk Mitigation

[esp. Re: staff turnover – how, examples]

Formalization to TPD structure

[how far along]

What has been the role of the ITC to this point? What future role do you see for it?

Frank Mugenyi (RTA)

FOCUS: ASSESSMENT OF IMPLEMENTATION AND DELIVERY
 INSTITUTIONAL AND MANAGEMENT ARRANGEMENT
 IMPLEMENTATION OF ACTIVITIES
 Achievements of Results
 Attainment of Objectives
 ASSESSMENT OF EFFECTS
 Outcomes
 Impacts
 Sustainability
 LESSONS LEARNED AND GOOD PRACTICES
 Lessons Learned
 Good Practices
 Constraints

Line of Questioning

Level of Integration into Secretariat

Team Operationalization

Current strengths and weaknesses

RTA, CFP relations

Collective buy-in and Team approach

[examples and how measured]

Risk Mitigation

[esp. Re: staff turnover – how, examples]

Formalization to TPD structure

[how far along]

What has been the role of the ITC to this point? What future role do you see for it?

Progress on Expected Outcomes

Results Based Program Development and Reporting at COMESA:

[History and status]

[Challenges in using RBM so far]

[The role and importance of cross-cutting themes]

- [Lessons Learned]
- Strengthening of REC's (as lead organizations)*
 - [How has PACT II helped – activities, how measured, how reported]
 - [challenges and lessons learned]
- Formalization of TSI's and interface with REC's*
 - [Formalization of CBC]
 - [Development of regional trade information system – status and prospects]
 - [extent of competing forces, funders, national governments,]
 - [challenges and lessons learned]
- Facilitation of policy dialogue*
 - [what other organizations part of this process]
 - [what has taken place and what has resulted – and plans]
 - [links to ATPC]
 - [challenges and lessons learned]

ASG (P) Mr Stephen Karangizi, Dr. Frances Mangeni

FOCUS: ASSESSMENT OF IMPLEMENTATION AND DELIVERY
 INSTITUTIONAL AND MANAGEMENT ARRANGEMENT
 IMPLEMENTATION OF ACTIVITIES
 Attainment of Objectives
 ASSESSMENT OF EFFECTS
 Sustainability
 LESSONS LEARNED AND GOOD PRACTICES

Line of Questioning

TPD as a COMESA Priority

COMESA and other REC's and Pan-African initiatives

Level of Integration of PACT II into Secretariat

Team Operationalization

Current strengths and weaknesses

RTA, CFP relations

Risk Mitigation [esp. Re: staff turnover]

Formalization to TPD structure [how far along and plans]

Progress on Expected Outcomes

Strengthening of REC's (as lead organizations)

[How has PACT II helped]

[challenges and lessons learned]

Formalization of TSI's and interface with REC's

[Formalization of CBC]

[extent of competing forces, funders, national governments,]

[challenges and lessons learned]

Facilitation of policy dialogue

[what other organizations part of this process]

[what has taken place and what has resulted – and plans]

[links to ATPC]
 [challenges and lessons learned]
Enhancement of Export Competitiveness
 [challenges and lessons learned]
Pan African Networking
 [challenges and lessons learned]

Examples of good practices

What has been the role of the ITC to this point? What future role do you see for it?

Other members of the Regional Implementation Team, A. Walakira, T. Manalula, Dr. Tewelde, John Chirwa.

FOCUS: ASSESSMENT OF IMPLEMENTATION AND DELIVERY
 INSTITUTIONAL AND MANAGEMENT ARRANGEMENT
 IMPLEMENTATION OF ACTIVITIES
 Achievements of Results
 Attainment of Objectives
 ASSESSMENT OF EFFECTS
 Outcomes
 Impacts
 Sustainability
 LESSONS LEARNED AND GOOD PRACTICES
 Lessons Learned
 Good Practices
 Constraints

Line of Questioning

Progress on Expected Outcomes

Formalization of TSI's and interface with REC's
 [strength and weaknesses of TSI's and future engagement]
 [how PACT II helped with TSI's]
 [challenges and lessons learned]
Facilitation of policy dialogue
 [what has taken place and what has resulted – and plans]
 [TSI links to ATPC]
 [challenges and lessons learned]
Enhancement of Export Competitiveness
 [examples and opportunities]
 [challenges and lessons learned]
Pan African Networking
 [challenges and lessons learned]
Strengthening of REC's (as lead organizations)
 [How has PACT II helped the SME sector]
 [challenges and lessons learned]

Team Operationalization

Current strengths and weaknesses with respect to SME TPD

Cross cutting themes: Dr. Emelian Tembo - gender

FOCUS:

- IMPLEMENTATION OF ACTIVITIES
 - Achievements of Results
 - Attainment of Objectives
- ASSESSMENT OF EFFECTS
 - Outcomes
 - Impacts
 - Sustainability
- LESSONS LEARNED AND GOOD PRACTICES
 - Lessons Learned
 - Good Practices
 - Constraints

Line of Questioning

Progress on Expected Outcomes

TSI's interface with REC's on gender issues and ACCESS program
 [strength and weaknesses of TSI's with respect to women owned SME's
 (WOSME's)]

[challenges and lessons learned]

Facilitation of policy dialogue

[organizations part of this process]

[gender policy – how prevalent]

[Gender and ATPC]

[challenges and lessons learned]

Enhancement of Export Competitiveness of WOSME's

[examples and opportunities]

[challenges and lessons learned]

Pan African Networking

[challenges and lessons learned]

Results Based Program Development and Reporting at COMESA:

[Challenges in using RBM so far]

[Quality of data and results]

[Lessons Learned- Good practices]

Current strengths and weaknesses with respect to WOSME TPD

Role of ITC

Members of the CORE Sector team Mr. Hailemariam, Dhaka (leather)

FOCUS: ASSESSMENT OF IMPLEMENTATION AND DELIVERY FOR
SECTOR STRATEGY

INSTITUTIONAL AND MANAGEMENT ARRANGEMENTS

IMPLEMENTATION OF ACTIVITIES

Achievements of Results

Attainment of Objectives

ASSESSMENT OF EFFECTS

Outcomes

Impacts

Sustainability

LESSONS LEARNED AND GOOD PRACTICES

Lessons Learned

Good Practices

Constraints

Line of Questioning

Progress on Expected Outcomes

Formalization of Sector Strategy and interface between REC's and TSI's

[Buy-in from private sector]

[strength and weaknesses of TSI's and future engagement]

[Data needs and requirements]

[challenges and lessons learned]

Facilitation of sector policy dialogue

[organizations part of this process]

[what has taken place and what has resulted – and plans]

[links to ATPC]

[challenges and lessons learned]

Enhancement of Export Competitiveness

[private sector leveraging of sector initiative]

[examples and opportunities]

[challenges and lessons learned]

Pan African Networking

[extent]

[challenges and lessons learned]

Strengthening of REC's (as lead organizations)

[How has PACT II helped the SME SECTOR?]

[challenges and lessons learned]

Team Operationalization

Current strengths and weaknesses with respect to SME TPD for sector

Team co-ordination, decision making and communication

TSI's: Zambian Development Agency, Zambian Chamber for Small and Medium Businesses Association, Zambian Manufacturers Association, and Zambian Business Forum as Focal Points of the COMESA Business Council, FEMCOM

FOCUS: ASSESSMENT OF IMPLEMENTATION AND DELIVERY OR REC SUPPORT

INSTITUTIONAL AND MANAGEMENT ARRANGEMENTS

IMPLEMENTATION OF ACTIVITIES

Achievements of Results

Attainment of Objectives

ASSESSMENT OF EFFECTS

Outcomes

Impacts

Sustainability

LESSONS LEARNED AND GOOD PRACTICES

Lessons Learned

Good Practices

Constraints

Line of Questioning

Progress on Expected Outcomes

Formalization of Sector Strategy and interface between REC's and TSI's

[Buy-in from private sector]

[strength and weaknesses of TSI's and future engagement]

[Data needs and requirements]

[challenges and lessons learned]

Enhancement of Export Competitiveness

[private sector leveraging of sector initiative]

[examples and opportunities]

[challenges and lessons learned]

Pan African Networking

[extent]

[challenges and lessons learned]

Strengthening of REC's (as lead organizations)

[How have the TSI's strengthened the REC's]

[challenges and lessons learned]

Facilitation of sector policy dialogue

[organizations part of this process]

[what has taken place and what has resulted – and plans]

[links to ATPC]

[challenges and lessons learned]

Team Operationalization

*Current strengths and weaknesses with respect to SME TPD for sector
Team co-ordination, decision making and communication*

APPENDIX 4 Post Interview Questionnaires

A. Follow-up Questionnaire; Geneva ITC Technical Staff August 2011

Name: _____

Technical Division: _____

Outcome responsibility: 1.1, 1.2, 2.1, 2.2, 2.3, 3.1, 3.2, 3.3, 3.4, 4.1, 4.2

Length of time with PACT II: _____ years _____ months

1. What for you have been the main lessons learned during your involvement with PACT II?

2. What have been the major challenges for you that are distinctive to or a feature of the way PACT II is implemented or designed?

- Is this challenge a 'necessary evil' or do you have suggestions as to alternatives?

3. What is ITC's most important leadership role in this project?

4. If there was one thing you could change in the way the work takes place between the field or regions and ITC here in Geneva, what would it be?

5. It has been suggested that greater pragmatism is needed? What does that mean to you? Any examples?

B. Questionnaire: RIT Technical Support

This questionnaire is part of approach to the Mid Term Evaluation of the PACT II program that adopts a Knowledge Management perspective as a way of understanding program effectiveness. It is not an attempt to know who does what, but it is about what actions are taken with respect to knowledge and information and what happens as a consequence of those actions.

The same basic set of questions is repeated twice. Once for past information related activities and once for upcoming or planned activities. In the end it is hoped to have a deeper understanding of the nature of information flows through the PACT program.

Definition: I refer to information items. It is a general terms that really refers to activities,

Thank you for your assistance and please contact me at _____ if you have any questions.

PART I: Information Items to Date

- i) Name: _____
- ii) Division where working: _____
- iii) Specialty/expertise: _____
- iv) I joined PACT II ___ years _____ months ago.

v) I replaced someone who was in this position for ____years ____months OR
new position _____

vi) I am responsible for PACT Outcomes (please circle): 1.1, 1.2, 2.1, 2.2, 2.3, 3.1,
3.2, 3.3, 3.4, 4.1, 4.2

vii) PACT II work takes up _____% of my work time.

A. With which other outcome areas (staff) do you regularly share information (convey to them)?

Frequently 1.1, 1.2, 2.1, 2.2, 2.3, 3.1, 3.2, 3.3, 3.4, 4.1, 4.2

Occasionally 1.1, 1.2, 2.1, 2.2, 2.3, 3.1, 3.2, 3.3, 3.4, 4.1, 4.2

B. Which outcome areas (staff) share information with you?

Frequently 1.1, 1.2, 2.1, 2.2, 2.3, 3.1, 3.2, 3.3, 3.4, 4.1, 4.2

Occasionally 1.1, 1.2, 2.1, 2.2, 2.3, 3.1, 3.2, 3.3, 3.4, 4.1, 4.2

C. What data, information, analytical and/or strategy related documents/items or training sessions have you produced or organized since joining PACT (in sequence if possible – add separate sheet if necessary)

1.

2.

3.

4.

5.

6.

7.

8.

9.

10.

D. To who was each information item/ request or to undertake/sponsor training submitted initially (may be the same for all)? And if it went farther, where did it go secondarily and thereafter (How widely circulated – please be specific, a committee, a workshop, a training session, a TSI, lease identify). NOTE: In some cases there may be information that is not ready for release and for these more detail can be provided in Part II of the questionnaire (Future Information Items)

1. Initially: _____

Secondarily:

2. Initially: _____

Secondarily:

3. Initially: _____

Secondarily:

4. Initially: _____

Secondarily:

5. Initially: _____

Secondarily:

6. Initially: _____

Secondarily:

7. Initially: _____

Secondarily:

8. Initially: _____

Secondarily:

9. Initially: _____

Secondarily:

10. Initially: _____

Secondarily:

E. What PACT II Outcomes were the information items/training designed to address (1.1, 1.2, 2.1, 2.2, 2.3, 3.1, 3.2, 3.3, 3.4, 4.1, 4.2)?

1. _____
2. _____
3. _____
4. _____
5. _____
6. _____
7. _____
8. _____
9. _____
10. _____

What was the result (decision, action, consequence) of the wider circulation if such actions were taken?

1. _____
2. _____
3. _____
4. _____
5. _____
6. _____
7. _____
8. _____
9. _____
10. _____

F. Where in the process and to what degree was the private sector engaged with the discussions on these information items/training or of the decisions arising from them? If they were not involved, why not? (could be for internal needs only for example)?

1. _____

2. _____

3. _____

4. _____

5. _____

6. _____

7. _____

8. _____

9. _____

10. _____

G. Were there opportunities for the private sector to be more involved ? Explain in each case if possible.

What role did the ITC play both during and after the production of these information items (including funding)? An who would you work with?

1. _____
2. _____
3. _____
- 4.
- 5.
- 6.
- 7.
- 8.
- 9.
- 10.

PART II: Information Items Forthcoming

A. What data, information, analytical and/or strategy related documents/items have you produced since joining PACT (in sequence if possible – add separate sheet if necessary)

- 1.
- 2.
- 3.
- 4.

B. To who will each information item be submitted initially (may be the same for all)? And if it goes farther, who will it go to secondarily and thereafter (How widely circulated – please be specific, a committee, a workshop, a training session, a TSI, lease identify).
NOTE: In some cases there may be compiled information that has not been released and for these more detail can be provided in Part II of the questionnaire (Future Information Items)

1. Initially: _____

Secondarily:

2. Initially: _____

Secondarily:

3. Initially: _____

Secondarily:

4. Initially: _____

Secondarily:

C. What PACT II Outcomes are the information items designed to address

(1.1, 1.2, 2.1, 2.2, 2.3, 3.1, 3.2, 3.3, 3.4, 4.1, 4.2)?

1. _____
2. _____
3. _____
4. _____

D. What will the result (decision, action, consequence) of the wider circulation if such actions were taken?

- 1.
- 2.
- 3.
- 4.

E. Where in the process and to what degree will the private sector be engaged with the discussions on these information items or on the decisions arising from them? If they are not to be involved, why not? (could be for internal needs only for example)?

1. _____

2. _____

3. _____

4. _____

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