



Independent project evaluation of the

United Nations Development Account Project
1213AR

**Strengthening capacities of African countries in boosting
intra-African trade through support for establishing the
African Continental Free Trade Area***

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April 2017

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CONTENTS

- Executive summary vi
- Summary matrix of findings, evidence and recommendationsxii
- I. Introduction14
 - Background and context14
 - Evaluation purpose and scope15
 - Evaluation methodology 16
- II. Evaluation findings 20
 - Relevance 20
 - Effectiveness23
 - Efficiency 30
 - Sustainability33
 - Impact 34
 - Gender and human rights..... 34
 - Partnerships and synergies35
- III. Conclusions37
- IV. Recommendations.....41
- V. Lessons learned..... 43
- Annexes 44
 - Annex I. Terms of reference of the evaluation 44
 - Annex II. Template of evaluation report 52
 - Annex III. Evaluation tools: questionnaires and interview guides 54
 - Annex IV. Desk review list 61
 - Annex V. Results of the survey 63
 - Annex V. List of persons contacted during the evaluation 68
 - Annex VI. List of documents distributed and posted on various websites76

LIST OF ACRONYMS

| | |
|---------|---|
| ACP | African, Caribbean and Pacific |
| AGOA | Africa Growth Opportunities Act |
| ATPC | African Trade Policy Centre |
| AUC | African Union Commission |
| AU | African Union |
| BIAT | Boosting Intra African Trade |
| CEN-SAD | Community of Sahel-Saharan States |
| COMESA | Common Market for East and Southern Africa |
| CFTA | Continental Free Trade Area |
| DITC | Division on International Trade in Goods and Services, and Commodities |
| EA | Expected Accomplishment |
| EAC | East Africa Community |
| ECA | Economic Commission for Africa |
| ECCAS | Economic Community of Central African States |
| ECOWAS | Economic Community of West African States |
| EU | European Union |
| GIZ | Deutsche Gesellschaft für Internationale Zusammenarbeit (German International Organisation) |
| ICT | Information and Communication Technology |
| IGAD | Intergovernmental Authority on Development |
| LDCs | Least Developed Countries |
| M&E | Monitoring and Evaluation |
| MDGs | Millennium Development Goals |
| NTMs | Non-Tariff Measures |
| RECs | Regional Economic Communities |
| SADC | Southern Africa Development Community |
| SDG | Sustainable Development Goal |
| SPRs | Services Policy Reviews |

| | |
|--------|--|
| UEMOA | Union Economique et Monétaire Ouest-Africaine (West African Economic and Monetary Union) |
| UNCTAD | United Nations Conference on Trade And Development |
| UNDA | United Nations Development Account |
| UNECA | United Nations Economic Commission for Africa |
| USAID | United States AID |
| WTO | World Trade Organization |

EXECUTIVE SUMMARY

Background and context

In January 2012, the African Heads of State and Governments endorsed a Framework, Road Map and the Architecture for Fast Tracking the establishment of the Continental Free Trade Area (CFTA) and the Action Plan for boosting Intra-African Trade (Action Plan) and decided that the CFTA should be operationalised by the indicative date of 2017. This proposed deadline has since then considered to be over optimistic, given the complexities that this level of agreement entail.

UNCTAD was closely involved in the elaboration of support actions for implementing the Action Plan with other development partners¹. At the African Trade Ministers' meeting (UNCTAD XIII at Doha on 20 April 2012) UNCTAD presented a note on its proposed support to the implementation of the African Union (AU) Action Plan. Subsequently a request to United Nations Development Account (UNDA) was submitted for a pilot project to assist African countries with dedicated support to their efforts in accelerating the formation of the CFTA, and this was discussed and approved with an overall budget of US\$490,000 for an initial duration of January 2013 to December 2015.

The overall goal of the project is to foster and boost intra-African trade expansion, leading to sustained economic growth and inclusive development through dedicated support to the establishment of the CFTA, and thereby facilitating a process of inclusive structural transformation of African countries.

The two expected accomplishments of the project are summarised as 1: Enhanced knowledge among policy-makers, experts and private sector on requisite policies and measures for establishing the CFTA; and 2: Increased capacity of policy-makers, experts and private sector to adopt and implement policies and measures to promote establishment of the CFTA.

The beneficiaries of the project were intended to be: (i) Selected AU member States; (ii) AU Member States not involved directly (to benefit indirectly through dissemination of the results); (iii) The 8 Regional Economic Communities² recognized by the AU; (iv) The AU and its Commission, and (v) Individual participants, (including policy-makers/experts from member states, and suitable private sector representatives) identified by the UNCTAD secretariat.

The project started in 2014 instead of 2013 due to late receipt of funds. Because of this, a project extension was requested by the project management and granted (by the UNDA Office) until November 2016.

1 African Union (AU), Community of Sahel-Saharan States CEN-SAD, Common Market for East and Southern Africa (COMESA), East African Community (EAC), Economic Community of Central African States (ECCAS or UDEAC), Economic Community of West African States (ECOWAS), Intergovernmental Authority on Development IGAD, Southern Africa Development Community (SADC), 'Union du Maghreb Arabe (UMA) and United Nations Economic Commission for Africa (UNECA).

2 CEN-SAD, COMESA, EAC, ECCAS, ECOWAS, IGAD, SADC and UMA.

The project delivered the following:

- (a) Documents
 - (i) 4 technical-cum-training material
 - (ii) 3 additional technical material were also prepared and published
- (b) Training workshops
 - (i) 2 Training Workshops
 - (ii) 1 Validation Workshop
 - (iii) 1 Stakeholder Consultation to Develop a Regional Strategy for the CFTA Negotiations
 - (iv) 1 Ministerial Event on Investment facilitation in the era of anti-globalization
- (c) Advisory Services through 13 different events

UNCTAD commissioned an independent evaluation of the project in October 2016, with the objective to ensure ownership, result-based orientation, cost-effectiveness, and quality of UNCTAD assistance. The evaluation was conducted by an Independent Evaluator between November 2016 and February 2017. The Evaluation consisted of a desk review (19 Documents were consulted) followed by field interviews in Addis Ababa (28 Nov - 01 Dec 2016) during the Africa Trade Week with 20 people from various organizations who were involved in the project's activities. An online survey using Survey Monkey was carried out using a short questionnaire (10 questions - both in English and French) which was sent to 128 (of which 46 were women) participants (in the project activities) between mid-December 2016 and mid-January 2017. The rate of response from the survey was 14.8% with only 3 responses from women. A couple of telephone interviews were also carried out to the stakeholders who were missed in during the field work.

Key Findings

The success of the CFTA depends on the continuous capacity building and efficient negotiations and neither member states nor regional institutions can alone respond to this challenge. Through this project, UNCTAD developed a pilot initiative that served a fundamental need of member states, which has been appreciated by the majority of stakeholders as a high-value addition to the process of concluding the CFTA. While this project has laid the technical foundations for the start of the negotiations, significantly more such support is required. The member states, the regional institutions and the private sector consider UNCTAD well positioned to continue to provide such support. This project also has strong political importance for UNCTAD in its mission to support the African continent with the objective of achieving economic development through trade.

Relevance

The evaluation concludes that technical support from UNCTAD is vital in the achievement of the CFTA. The project (and its choice of activities) is relevant to the filling the knowledge gaps and skills required for the successful finalisation of the CFTA.

Given that it is the first time that an agreement like the CFTA has been initiated at the African continental level, specialized skills and trade related experience from other parts of the world are

necessary for its achievement. UNCTAD's strength and comparative advantage in this area of expertise was key for the success of this project. The project's intervention logic as formulated in the project document is coherent and designed to purpose and also contributed to the CFTA progression, but does not provide a framework for a successful conclusion of the process, and this is a key measure of performance for the project.

Effectiveness

The project was effective in achieving planned activities as enunciated in the project document. The quality of the manuals, papers, and synthetic documents (used as guides for policy makers) were highly appreciated by the beneficiaries. Two international training workshops were carried out as planned and received significant appreciation from the participants. Reports and training manuals were disseminated to participating countries during the various events organized, and these were also made available on UNCTAD's website for non-participating countries.

Although the project's outputs have been attained, it is too early to verify the outcomes-level change, as these have only been partially achieved³. As per the indicators of achievement, the participants have indeed acknowledged that they benefitted from the training, but this evaluation has not been able to verify whether the acquired knowledge and skills will be helpful in concluding the CFTA negotiations and elaborate appropriate policies and use of knowledge as per expectations. "It will be a test of time," remarked one of the stakeholders. What came out clearly from the stakeholders was that this type of training and technical support should be continued due to existing institutional weaknesses and technical knowledge shortages at the country and regional levels.

Efficiency

The project achieved a high implementation rate (it utilised 98.4% of the funds), demonstrating financial efficiency. An analysis of the project finances indicated a sound utilisation of funds relevant to the project's requirements. No major problems were reported in the project's day-to-day management, despite some internal administrative changes and delays at the start of the project. The project would have benefitted from dedicated staff support, as its management responsibilities were added on to the existing work-plan of the designated project manager.

The project used UNCTAD's internal monitoring system and activity reports were prepared annually based on standard UNDA requirements. A more in-depth monitoring system could have been set up to measure the efficiency of the training to assess its utilization and impact in the long term.

UNCTAD was efficient in utilizing its international expertise, including in-house expertise to the delivery of various technical outputs to the project. This project has enabled UNCTAD to boost its working relationships with the AU and Economic Commission for Africa (ECA), including through the support provided by the recently established UNCTAD Regional Office in Addis Ababa since July 2015. This new setup has been an asset for this project in terms of

³ of "enhanced knowledge among policy-makers, experts and private sector on requisite policies and measures for establishing the CFTA and increased capacity of policy-makers, experts and private sector to adopt and implement policies and measures to promote establishment of the CFTA",

communications, meetings, preparation of the documents and logistics with the AU and also channelling requests from member states.

Sustainability

The issue of sustainability is not clearly defined in the project document. Discussions with stakeholders and the project manager provided no indication of initiatives having been or being undertaken nationally as a result of efforts undertaken under the project. This could be due to the fact that there is a lot of work to be done, and scarcity of funds and technical expertise prevent sustainable actions at the national levels.

One major obstacle to sustainability could be the short duration of the project support as the CFTA establishment process is still ongoing. Stakeholders have high expectations that UNCTAD will continue similar type of support although there are no indications at this stage that UNCTAD will be able to provide this as the UNDA funds are a one-off investment. UNCTAD is conscious of the need for additional and continuous support required in the context of the CFTA.

Impact

Key among the indicators of achievement is the number of action plans or decisions adopted. The Economic Community of West African States (ECOWAS) Regional Strategy for the CFTA Negotiations was adopted with the backing of its Member States. It is however too early to determine the full impact of the project. The other indicators of achievement as set in this project have only partially been achieved⁴. The acknowledgement of knowledge enhancement is not strong enough to prove that the long-term objectives will be achieved. Undeniably the negotiations simulation exercises, the regional strategy document and other policy documents are considered as valuable input for the member states but only the negotiation process in the forthcoming years will provide testimony of the value of the technical support delivered under the project (see above analysis under Sustainability). Another interesting point noted is that the trainings in this project have helped to demystify and better understand services and services negotiations, which was identified by UNCTAD as a major weakness among stakeholders.

Gender and human rights

While not captured in the project document, gender elements have been embedded in the project's outcome in the form of increased market access and business opportunities for women, particularly in Services and Agro-food sectors, poverty alleviation, and equal access to trade opportunities through the creation of a trade enabling environment for all. The project document noted that the participation of women would be ensured in the different trainings and seminars but UNCTAD however did not have a direct say on this issue as member states and institutions selected the participants for the trainings. Very broadly, the project advances the core values of equitable development by supporting gender responsive policies on the African continent with the objective of achieving economic development through inclusive trade.

⁴ “numbers of stakeholders acknowledging during project-related activities...that they have enhanced their knowledge and understanding ...”, “Numbers of national, regional and AU action plans or decisions adopted...”, “Numbers of appropriate policies and measures adopted at the national, sub-regional and/or continental levels...”

Partnerships and synergies

The project has also developed synergies with other UNDA projects under the 8th tranche and is in line with UNCTAD's long term ongoing support to African countries and their Regional Economic Communities (RECs) especially the AUC, the Doha Mandate, the WTO's Aid for Trade Initiative.

Strong partnerships were developed with government officials (who represented 63% of the project beneficiaries). One of the weaknesses observed in this project has been the low profile of the private sector in the project activities. The role of the private sector is critical in this process as they are the principal stakeholders to benefit from or to be affected by the CFTA. Their presence and contribution is hence key to a successful trade agreement.

Recommendations

Key Recommendations

- (a) UNCTAD to prioritize continued support to the CFTA process given the high level of appreciation of the project by all stakeholders, increased expectations of continued technical support from UNCTAD by beneficiaries and high level of complexity of the nature of the CFTA negotiations;
- (b) UNCTAD management and UNDA office, when approving future projects of similar nature or follow-up to this project, should take good consideration of the scale of project and provide for adequate operational support.
- (c) UNCTAD management and UNDA office to improve results-based management approaches for measurement of the effectiveness and impact of the employed approach:
 - (i) A clearly defined monitoring system that measures real-time progress in capacity building, assess utilization of the knowledge gained, make course corrections and track and document the lessons learned;
 - (ii) A mid-term self-evaluation/assessment modality to indicate whether the project is on track, identify the lessons learned and how things can be improved for future action within the project.
- (d) UNCTAD should develop a set of screening criteria of selecting the target audience / beneficiary of its intervention, to guide/advise the beneficiary government when organizing workshops or seminars.
- (e) UNCTAD should ensure that there is a stronger participation of the national trade unions and industry associations in trade policy negotiation.

Important Recommendations

- (a) For future interventions, the project design should take into consideration action plans to follow up UNCTAD intervention and ownership of the beneficiary countries, including also the exit strategy to sustain the results.
- (b) UNCTAD to develop a structured trade negotiations training approach that includes specific preparatory workshops before important negotiation meetings so that negotiators have a deeper understanding of the issues and are better prepared.

- (c) UNCTAD to consider mechanisms and modalities to work with member states to capacitate more women in trade related-negotiation issues at the national level and encourage their participation in relevant activities. UNCTAD for instance could promote and enforce the mandatory and minimum requirement on female representation in its workshops and training, nominated by beneficiary countries.

General Recommendations

- (a) UNCTAD management should ensure that there is a more homogeneous group of countries or develop differentiated strategies for the different types of countries to create a stronger momentum and would be able to lead to in depth discussions in the context of the CFTA;
- (b) Project management and the UNCTAD Evaluation and Monitoring Unit (EMU) should provide for more time to field work in evaluations to improve the quality of data and analysis.; and
- (c) UNCTAD should continue to raise awareness on the CFTA especially for non-participating countries, building on the project communication outputs and accomplishments.

SUMMARY MATRIX OF FINDINGS, EVIDENCE AND RECOMMENDATIONS

| Findings: problems and issues identified | Evidence (sources that substantiate findings) | Recommendations |
|---|---|--|
| Key recommendations | | |
| End of project midway in the CFTA negotiation process and high level of complexity of the nature of the CFTA negotiations | Requests and expectations from field interviews and high level of appreciation of the project by all stakeholders | UNCTAD to prioritize continued support to the CFTA process. Initiate new project with similar objectives |
| Additional pressure on Project Management | Interview with project manager | UNCTAD to ensure a long-term approach, supported by adequate financial and staff resources, when developing future projects of similar nature or follow-up. |
| Insufficient proof of acquired knowledge and skills to conclude CFTA negotiations and elaborate appropriate policies and use of knowledge as per expectations | Interviews with stakeholders | <p>UNCTAD management and UNDA office to improve results-based management approaches for measurement of the effectiveness and impact of the employed approach</p> <p>(a) A clearly defined monitoring system that measures real-time progress in capacity building, assess utilization of the knowledge gained, make course corrections, and track and document the lessons learned;</p> <p>(b) A mid-term self-evaluation/assessment modality to indicate whether the project is on track, identify the lessons learned and how things can be improved for future action within the project.</p> |
| Low participation registered for women in project activities | Participants list and interviews | UNCTAD should develop a set of screening criteria of selecting the target audience / beneficiary of its intervention, to guide/advise the beneficiary government when organizing workshops or seminars. |

| | | |
|---|--|---|
| Low participation of the private sector | Participants list | UNCTAD should ensure that there is a stronger participation of the national trade unions and industry associations in trade policy negotiation |
| Important recommendations | | |
| Sustainability of follow-up actions after the completion of the project | Interviews with various stakeholders | For future interventions, the project design should take into consideration action plans to follow up UNCTAD intervention and ownership of the beneficiary countries, including also the exit strategy to sustain the results. |
| Inadequate preparation before negotiation meetings | Interviews with UNCTAD's staff and beneficiaries | UNCTAD to develop a structured trade negotiations training approach that includes specific preparatory workshops before important negotiation meetings so that negotiators have a deeper understanding of the issues and are better prepared. |
| Low participation of women in the project's activities | Participation list and interviews | UNCTAD to consider mechanisms and modalities to work with member states to capacitate more women in trade related/ negotiation issues at the national level and encourage their participation in relevant activities |
| General recommendations | | |
| Participating countries with varied economic levels | Interviews with stakeholders | Country selection should bear in mind creation of a homogenous group or develop differentiated strategies for the different types of countries to keep momentum. |
| Limited time for field surveys during the evaluation of the project | Field work experience | Project management and the UNCTAD Evaluation and Monitoring Unit (EMU) should provide for more time to field work in evaluations to improve the quality of data and analysis. |
| Non-participating countries not fully aware of Support from UNCTAD | Interviews with non- participating countries | UNCTAD should continue to raise awareness on the CFTA especially for non-participating countries, building on the project communication outputs and accomplishments. |

I. INTRODUCTION

This report constitutes one of the key deliverables of the Final Evaluation of the **External Evaluation of Development Account Project 1213 AR** and presents the final results of this exercise.

The final evaluation is part of the Monitoring and Evaluation process as indicated in the Project Document (Strengthening Capacities of African Countries in boosting Intra-African Trade). The latter specifies that “*Towards the end of the project, an in-depth, external evaluation of the project will be carried out by a consultant*”⁵. The results of this evaluation will be used to identify lessons learned and good practices to be used in the future.

Background and context

UNCTAD has long been a cooperating partner of African countries, their continental, regional and sub-regional organizations, including in their efforts to enhance intra-African trade, strengthen economic integration, and generate economic growth and development. During the 18th Ordinary Session of Assembly of the African Union (Addis Ababa, Ethiopia, 23-30 January 2012) a “Decision on boosting intra-African trade and fast tracking the Continental Free Trade Area” (Assembly/AU/Dec.394(XVIII)) was adopted.

A Framework, Road Map and Architecture for Fast Tracking the establishment of the Continental Free Trade Area (CFTA) and the Action Plan for Boosting Intra-African Trade (Action Plan) was endorsed by African Heads of State and Governments and it was decided that the CFTA should be operationalised by the indicative date of 2017.

UNCTAD had been closely supporting the African Union in implementing the Action Plan. At the African Trade Ministers’ meeting, UNCTAD XIII at Doha on 20 April 2012, UNCTAD presented a note on UNCTAD’s proposed support to the implementation of the AU Action Plan, and the African Ministers appreciated the proposal.

It was within this context that UNCTAD prepared and submitted a request to UNDA for a pilot project to assist African countries with dedicated support to their efforts in accelerating the formation of the CFTA as a pillar for fostering and boosting intra-African trade expansion, leading to sustained economic growth, structural transformation, and inclusive development. The project was discussed and approved with an overall budget of US\$490,000 for an initial period of 2013 to 2015.

The overall goal of the project is to foster and boost intra-African trade expansion, so that it leads to sustained economic growth and inclusive development through dedicated

⁵ The project document also indicates that “*the evaluator will undertake one field visit to Addis Ababa to participate in the expert group meeting and interview stakeholders on site*”.

support to the establishment of the CFTA, and thereby facilitating a process of inclusive structural transformation of African countries.

The two expected accomplishments of the project are as follows:

EA1: Enhanced knowledge among policy-makers, experts and private sector on requisite policies and measures for establishing the CFTA, boosting intra-African trade in goods and services, and related fostering or value addition for regional supply chains in agricultural commodities and processed food products.

EA2: Increased capacity of policy-makers, experts and private sector to adopt and implement policies and measures to promote establishment of the CFTA and development of intra-African trade and regional agro-food supply chains.

The main planned activities include: (a) prepare manuals, incorporating suitable practical examples and case studies from different African countries or regions and relevant experiences of other countries, on key modalities; (b) conduct two continental workshops; (c) undertake dissemination of the above manuals, existing documentation and the results of such workshops to AU Commission, other organs of the AU concerned with the CFTA, RECs and selected African countries, as well as to the private sector; (d) provide advisory services; and (e) organize one expert meeting in Africa to make a review and overall assessment of steps forward for establishing the CFTA and boosting intra-African trade, capacity gaps and priorities for further technical assistance and training, and further steps for dissemination and raising attention and consensus among high-level AU policy-makers, as well as the private sector.

The project started in 2014 instead of 2013 due to late receipt of funds. Because of this, a project extension was requested and granted until November 2016. A significant number of African countries, policy makers and trade negotiators as well as stakeholders from the civil society directly benefited from the project. The project was managed under the Division on International Trade in Goods and Services, and Commodities (DITC), under Sub-programme 3 on International Trade.

Evaluation purpose and scope

The objective of this evaluation exercise is to ensure ownership, result-based orientation, cost-effectiveness, and quality of UNCTAD assistance. For UNCTAD, it will also be a means to undertake an assessment of its work, learn lessons, receive feedback, appraisal and recognition, as well as to mobilise resources by showing the possible attribution of achievements to the programme.

The evaluation is a final or end-of-project assessment that systematically and objectively assessed project design, project management, and project performance against the evaluation criteria of relevance, effectiveness, efficiency, sustainability, impact and partnerships and synergies. Preparation of this evaluation has been guided by the Terms of Reference, which can be found in Annex I. The time period to be addressed by the

evaluation begins with project approval in January 2013 and ends with project closure in November 2016.

The Final Evaluation was contracted to Mr. Veepin Bhowon, an independent evaluator, and started on 18 November 2016.

The beneficiaries of the evaluation will mainly be UNCTAD but also the beneficiaries of the project who are the 22 AU participating member states, the 8 African Regional Economic Communities (RECs), the AU and its Commission, and development partners (UNECA, GIZ) on the project.

Evaluation methodology

Overall methodological approach

The final evaluation of this project was carried out in an open and transparent manner so that it provides an independent assessment of the project, and will add value and become part of a learning process for UNCTAD, its partners (The AUC, ECA, RECs), the beneficiaries of the project as well as the UNDA Office. This evaluation was carried out based on Evaluation Guidelines of the UNEG, OECD - DAC criteria as specified in the TOR. A summary illustration of the criteria used in this evaluation exercise is outlined in Figure 1.

Figure 1. Evaluation Criteria Used

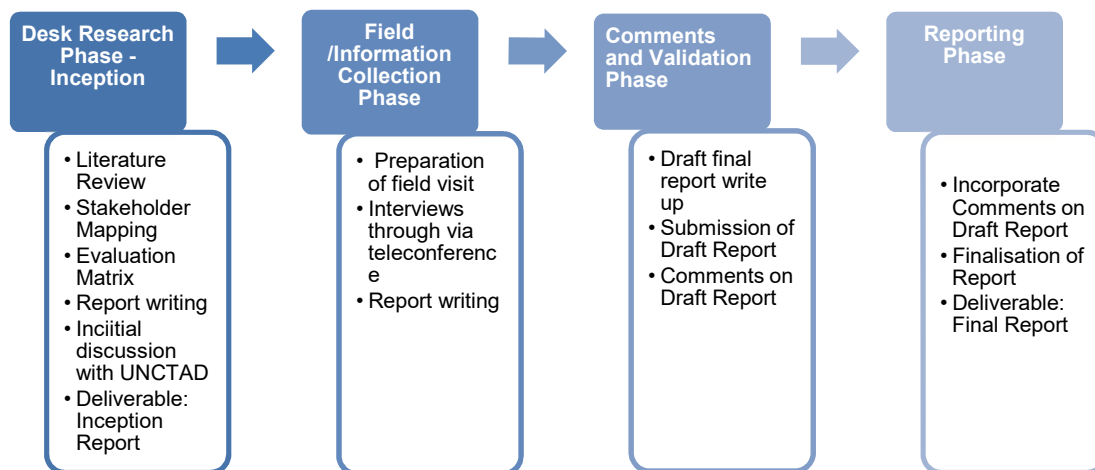
| | |
|-------------------------------------|---|
| RELEVANCE | Measures the extent to which the outputs and outcomes are continuously consistent with recipients' needs, UNODC mandate and overarching strategies and policies. |
| EFFICIENCY | Measures the qualitative and quantitative outputs and determines how aid alternatives are used to in order to achieve the desired results. It determines whether the activities were cost-efficient and whether the objectives were achieved on time. |
| EFFECTIVENESS | Measures the extent to which an aid activity attains its objectives and determines what were the major factors influencing the achievement or non-achievement of the objectives. |
| IMPACT | Measures achievement of outcome at the overall programme objective level and denotes the relationship between the project's objective and expected accomplishments |
| SUSTAINABILITY | Measures the extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance. |
| GENDER & HUMAN RIGHTS | Assesses the level of gender and human rights considerations in the design and implementation of the project |
| PARTNERSHIPS & SYNERGIES | Measures whether activities undertaken allow UNCTAD to achieve its development policy objectives and is without contradiction with other development partners |

Specific approach

The Final Evaluation of this project consisted of a four-phased approach as follows (see Figure 2):

Phase 1: This phase consisted of an extensive review of the programme and all project related documents including the project document, the various technical documents produced under the project, mission reports, workshop reports, training reports, various presentations, workshop surveys and participant surveys. The evaluator reviewed 19 documents and drafted the inception report operationalizing the evaluation.

Figure 2. Four phased Approach



Phase 2: This phase mainly consisted of field work with a focus on meetings and interviews with the UNCTAD staff, AU commission, ECA and beneficiaries of the project as well as relevant stakeholders. The phase involved the collection of information mainly through meetings and interviews with UNCTAD project staff, UNCTAD office in Addis Ababa, AU Commission, the ECA, ATPC, and other beneficiaries and stakeholders. 20 people were interviewed for this evaluation from a total beneficiary list of which 4 were women.

The only field visit that was planned for this evaluation exercise was in the margins of the Africa Trade Week (28th November to 1st December 2016 in Addis Ababa). Meetings with the AUC, ECA, ATPC were planned during the field mission, and the relevant people from these organizations were contacted ahead of the meetings.

A survey with a simple questionnaire (using Survey Monkey) was designed, translated also in French, and sent out to all participants in the project’s activities. The survey was sent to 128 participants (in the project activities) between mid-December 2016 and mid-January 2017. The rate of response from the survey was 14.8% with 3 responses from women. Evaluation tools used in the semi-structured interviews and online survey are presented in Annex III

Phase 3: This phase consisted of the drafting of the draft final report and submission to UNCTAD for comments and validation.

Phase 4: In this phase, the consultant incorporated comments from the draft final report and submitted a Final Evaluation report.

In summary, the key data sources were: project documents (Phase 1), semi-structure telephone/Skype interviews with beneficiaries, staff and partners, and on online survey of beneficiaries of project and other stakeholders (Phase 2).

Methodological limitations of the evaluation

Field work in Addis Ababa

The idea of carrying out field work during a meeting of experts who were directly involved in the project was well founded. However, given the busy agenda of most of the participants, it was quite difficult to have more than 15 minutes' discussion time with especially the key stakeholders who were either participating or presenting at some of the sessions. The evaluation task therefore faced challenges in spending more time with the relevant people. Field work offers the opportunity to observe the work and meet some key informants so that one can build rapport with them for easy follow-up over the phone (otherwise they might not respond to your request for telephone interview). It also offers an opportunity to have an overall and direct assessment of the appreciation/feedback towards UNCTAD's technical assistance. To mitigate this situation, the consultant in some cases complemented the brief meetings with skype call or emails with additional questions. The efficiency of carrying out an evaluation in these circumstances was therefore compromised.

Online Survey

As indicated in the inception phase, the risk of low response associated with the online surveys is quite strong. The survey was carried out over a period of 4 weeks and the deadline for the response was the 20th of January 2017. Weekly reminders were sent out to those that did not respond but response rate remained very low. The overall response rate was 14.8% with a rate of 14% for the English questionnaires and 19% for the French questionnaires.

II. EVALUATION FINDINGS

Relevance

The project's objectives are in line with UNCTAD's objective of "Providing technical assistance to developing countries" as well as that of UNDA's mandate which is "to fund capacity development projects of the economic and social on three levels, namely: (i) the individual; (ii) the organizational; and (iii) the enabling environment" and to "provide a mechanism for promoting the exchange and transfer of skills, knowledge and good practices among target countries within and between different geographic regions, and through the cooperation with a wide range of partners in the broader development assistance community".

It is the first time an agreement like the CFTA has been initiated on the African continent which necessitates specialised skills and trade related experience from other parts of the world for its achievement. As voiced out by various stakeholders, UNCTAD's strength and comparative advantage in this area of expertise is the key element for the success of this project. UNCTAD has an extensive data base on trade-related issues as it operates on a global basis and this represents a wealth of knowledge and experience which can be shared in the case of CFTA. This aspect has been highlighted by various respondents who acknowledge that UNCTAD's expertise and involvement in other parts of the world can help in the CFTA negotiation process. Technical support from UNCTAD is therefore vital in the achievement of the CFTA. Member States, the AUC and ECA consider UNCTAD as a "privileged partner" during the whole CFTA negotiation process. This has been confirmed in the report⁶ of the last Negotiating Forum of the African Union, which specifically recommends UNCTAD as a technical partner in the AU member-driven CFTA negotiation process, including in the drafting of the CFTA document.

This project is also of strategic and political importance to UNCTAD since the CFTA in addition to enhancing economic growth creates a unique platform for trade at the continental level. The decision for African economies to liberalise their trading borders is an expression of leadership for the continent's economic development. The timing for this project is also critical and challenging for African countries facing the effects of the aftermath of the 2008 world economic crisis. UNCTAD's role is therefore crucial in supporting Africa's political, social, and economic development through trade. Such assistance is also vital due to Africa's institutional and technical weaknesses.

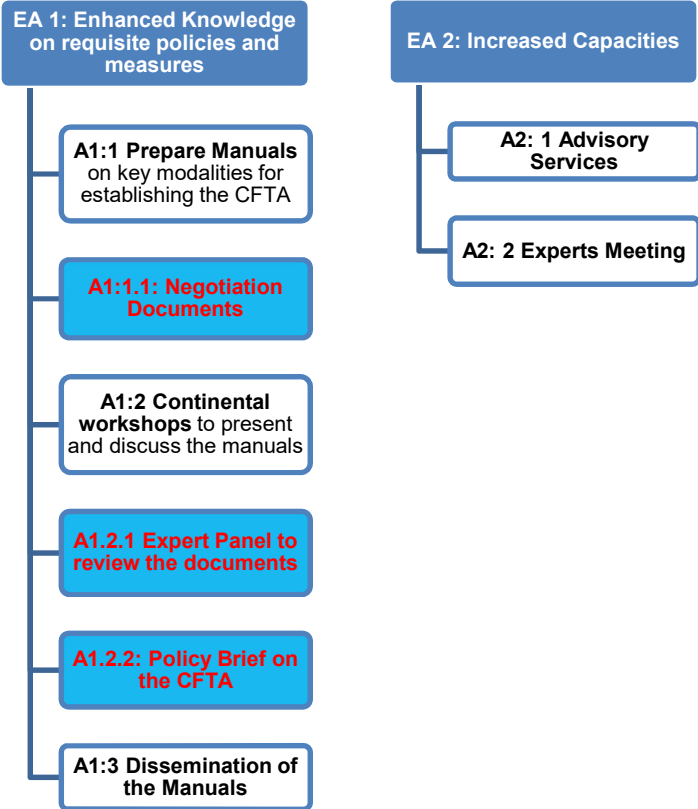
The project's objectives also seek to respond to the global development aspirations articulated in the millennium and sustainable development goals. Millennium Development Goal (MDG) 8 focuses on developing an open trading system and addressing

⁶ Report of the Fourth Meeting of the Continental Free Trade Area Negotiating Forum, 21 - 24 November 2016 Addis Ababa, Ethiopia. AU/TI/CFTA/NF/4/REPORT.FINAL

special needs of Least Developed Countries (LDCs), while Sustainable Development Goal (SDG) No. 8 promotes sustainable and inclusive economic growth through, inter alia, increased aid for trade assistance to LDCs. It also responds to the African Union Agenda 2063 which identifies the CFTA as a priority initiative for the realization of Africa's own development agenda. The project is therefore relevant to the prevailing needs in the global and continental trading system, and with prospective benefits for economic development.

Project Design

Figure 3: Expected Accomplishments



The project was designed with the objective of addressing the challenges in accomplishing the CFTA. UNCTAD presented a note on its proposed support to the implementation of the AU Action Plan at the African Trade Ministers’ meeting (UNCTAD XIII at Doha on 20 April 2012). Subsequently a request to UNDA was submitted for a pilot project to assist African countries with dedicated support to their efforts in accelerating the formation of the CFTA. The choice of activities responded to a situation of institutional weaknesses and gaps in technical skills and knowledge related to the success of the CFTA. There was no extensive stakeholder participation for instance at REC level in the design of the project given that the problem definition, objectives and the activities to be developed were clear.

The project’s intervention logic as stated in the project document provides for two main expected results or accomplishments (EAs) to attain the overall project objective; (i) Enhanced knowledge, and (ii) Increased capacities. Activities were defined for each result

area, with the different activities feeding into each other to accomplish the objective at each level of intervention. The project intervention logic as formulated is coherent and designed to purpose.

Theory of Change for the Project

This section attempts to specify and assess the existing causal pathway for the intervention logic of the project, illustrating the problem or challenge i.e. Challenges hampering the process of the Intra Africa trade, and the construction of the CFTA. The project identifies the following causal factors (i) the slow progress in structural transformation; and (ii) the insufficient integration into the global economy. Other underlying drivers are cited as: (i) weaknesses in the services sector; (ii) and institutional weaknesses; (iii) technical capacity gaps; (iv) weak productive capacities and competitiveness; (v) poor progress towards adding value in the agro-food sector; (vi) insufficient implementation of decisions regarding intra-African integration, and (vii) complexities arising from overlaps in REC memberships.

The intervention logic of the project also articulates underlying assumptions, which include: (i) a strong political will and support from intended beneficiary countries and stakeholders; (ii) country nomination of suitable candidates for the training workshops, (iii) knowledge/skills acquisition; and (iv) the recommendations are implemented by countries/RECs.

The intervention logic adopts capacity development as the core aspect and provides a framework for delivery through information and knowledge provision, and technical assistance and advisory services to beneficiaries and stakeholders. Corresponding activities, outputs and outcomes are clearly defined.

The intervention logic of the project was coherent and designed to purpose and also contributed to the CFTA progression, but does not provide a framework for a successful conclusion of the process, and this is a key measure of performance for the project. It is evident from the evaluation findings that the problem/challenge is bigger than the measures defined to address it, or the project was rather too ambitious. The time factor in achieving the objectives set was underestimated. A programmatic approach may have been necessary to structure the problem and define a set of interventions to be implemented over a period of time and at different governance levels such as:

- (a) Identify what is needed for export development and competitiveness goals to be achieved;
- (b) Articulate underlying assumptions that can be tested and measured; and
- (c) Elaborate an implementation framework that focuses not so much on what is being done, but on what needs to be changed.

Relevance to beneficiaries

More specifically, the following elements show that the project is relevant to the development needs of beneficiaries (African countries):

- (a) Feedback from interviews and online survey confirmed that the project helped to create awareness and understanding of the technical process, gaps and related policy issues for the trade negotiation community;
- (b) Project documentation review demonstrated that:
 - (i) the project prepared technical and policy papers (goods, services, agro value chains) that served as inputs for policy dialogue and formulation;
 - (ii) CFTA documents were prepared e.g. the ECOWAS regional strategy for stakeholder engagement, and the Draft Agreement of the CFTA by UNECA; Policy briefs were prepared e.g. (1) *Building the African continental free trade area: Some suggestions on the way forward (UNCTAD/DITC2015/1)*; and *The Continental Free Trade Area: Making it work for Africa (UNCTAD Policy Brief No. 44)*.
- (c) Feedback from interviews and online surveys as well as documentation review confirmed that the project resulted in increased publicity and knowledge dissemination on the CFTA process e.g. the website, publications, news events, training workshops, ministerial events, etc.

In line with implementation of the BIAT (Boosting Intra African Trade) Action Plan, the project:

- (a) Increased appreciation of the CFTA process e.g. Kenya prioritizes the CFTA engagement process and agenda at national level;
- (b) ECOWAS adopted a regional strategy for negotiating the CFTA.

The relevance of the workshop participants was another issue that came up during this evaluation. The identification of the stakeholders for the project's activities was under the responsibility of the Member States and participating institutions. An analysis of the participants list and feedback from the project manager indicated that most the participants had a trade background, and most countries had lined up their trade negotiators. However, response from some participants showed that the training received was not used in their daily professional activities it was only for increasing their trade knowledge.

Following discussions with some of the non-participating countries during the Experts meeting in Addis Ababa on the project, they indicated that they were not aware of the project. They also expressed their concern about the choice of countries for this project due to huge economic disparities and level of participation in regional debates.

Effectiveness

The aim of the analysis under this evaluation criteria is to assess the level of effectiveness both at the level of the activities as well as at the level of the outcome.

Activities Achieved

In assessing the achievement of the programme results, planned results will be directly referred to.

EA1. Enhanced knowledge among policy-makers, experts and private sector on requisite policies and measures for establishing the CFTA, boosting intra-African trade in goods and services, and related fostering or value addition for regional supply chains in agricultural commodities and processed food products.

Activities

A1.1: Prepare manuals, incorporating suitable practical examples and case studies from different African countries or regions and relevant experiences of other countries

As per the annual reports and response from interviews, all the above activities have been carried out as planned. The four manuals mentioned above have been prepared and steps have been taken to distribute these documents to the targeted audience.

The four research papers produced which served as policy manuals were the following:

- (a) African Continental Free Trade Area: Policy and Negotiation Options for Trade in Goods;
- (b) African Continental Free Trade Area: Advancing Pan-African Integration. Some Considerations;
- (c) African Continental Free Trade Area: Some Issues in Liberalizing Trade in Services; and
- (d) African Continental Free Trade Area: Developing and Strengthening Regional Value Chains in Agricultural Commodities and Processed Food Products.

The preparation of the four training materials began in 2014, and before the finalisation of the documents, the drafts versions were peer reviewed in a validation workshop in Geneva on 2 April 2015.

One major recommendation made by the UNCTAD, ECA and AUC experts during the review was to support African countries in the negotiations by drafting a short synthesis policy oriented report on various approaches to the CFTA which consisted of main policy suggestions and negotiation options from the main materials. This document brief proved extremely useful for the negotiations.

In the same context two other documents were prepared:

- (a) "Building the African Continental Free Trade Area: Some suggestions on the way forward". This document summarised the comprehensive approach of negotiating both goods and services in the first phase.
- (b) "The Continental free Trade Area: Making it work for Africa" which is a policy brief on the CFTA based on the above experience

The policy manuals were considered as vital inputs for the next phase of the project which were continental workshops and advisory missions. The manuals were disseminated during the training workshops, during the advisory meetings and on the UNCTAD website (see annual report Jan-Dec 2015).

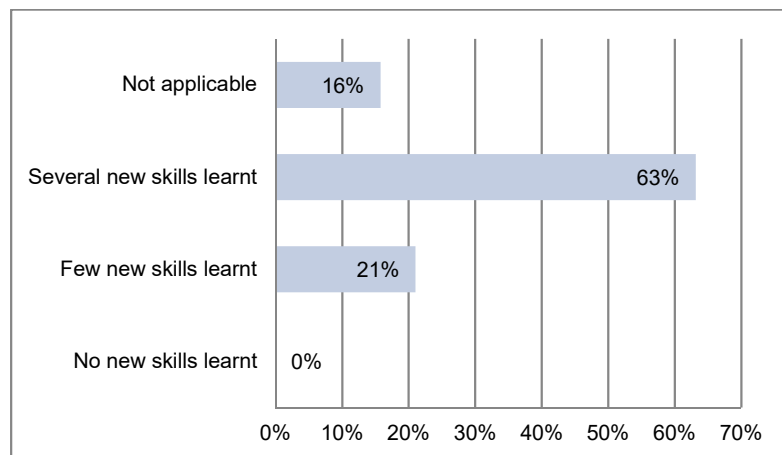
A1.2: Conduct two continental workshops

Two training workshops, in collaboration with AUC, were successfully organized on services negotiations under the CFTA:

- (a) “Training Workshop on Trade in Services Negotiations for AU CFTA Negotiators in Nairobi, Kenya, on 24-28 August 2015”. This workshop consisted of a total of 60 participants of including participants from 19 Anglophone African countries and 4 RECS (ECOWAS, EAC, SADC and COMESA). Representatives of the AUC were also present. Following a post evaluation of the training materials used at the training, out of 50% of participants who responded, 93% indicated that the meeting was either excellent or very good and less than 1% indicated that the event was good. 87% of the respondents considered materials to be excellent or good. The activity report for this event mentions good ratings for the understandability, wealth of information, technical accuracy, validity of conclusions and comprehensiveness of coverage.
- (b) “Dakar, Senegal, 7-11 December 2015 - Capacity Building in Trade in Services Negotiations for African Union Continental Free Trade Area Negotiators”. Representatives from 17 countries participated in this activity in addition to those from 3 RECS (ECOWAS, UEMOA and SADC) and officials from the African Union Commission who backstop CFTA services negotiations. The activity report for this workshop indicated that “*Several participants requested more information on the SPRs and expressed interest in undertaking such an exercise with the support of UNCTAD.*” There is no indication of a post evaluation carried out for this training session which can be pointed out as a gap in the M&E process.
- (c) In December 2015 during the 10th WTO Ministerial Conference an additional ministerial level event in which the SG of UNCTAD had a dialogue with African Ministers on the CFTA was organized. A press item was made available for this event.

Feedback from the interviews and the online survey also confirm general appreciation of the activities organized by UNCTAD as well as the level of inputs at workshops, and the documents produced. See Figure 4.

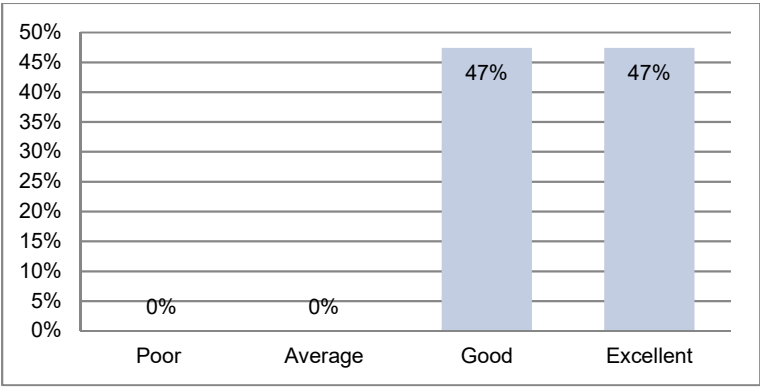
Figure 4. Survey response to negotiation skills development in the context of the CFTA after having participated by the above activity(ies)?



Most of the respondents for the survey indicated that several skills were learnt during their participation in the activities. Although the participants claimed an increase in their level of knowledge and negotiations skills, they still felt that training should be an ongoing process and further trainings and simulations sessions are required while the CFTA is being concluded.

The quality of UNCTAD inputs was also commended highly by survey respondents, focusing on the training materials used, the outputs and technical/expert inputs. There is no doubt that the quality of the documents produced and the technical assistance from UNCTAD was of high quality and remains a benchmark for trade related issues especially in the case of trade agreements. Most of the respondents believe that the information made available through the documents produced and the training delivered were of high quality and will be used as reference material for future discussions. However, feedback from the ECA and AUC and other stakeholders highlighted that such technical support should not be limited to this project’s timeline but be continued till the CFTA is not finalised.

Figure 5. Survey response to the quality of UNCTAD inputs for the different activities (Training, Capacity Building workshop / Consultation)



The responses from the online survey qualified the quality of the documents and the technical assistance including the training delivered from the project as “good” to “excellent”.

A1.3: Undertake dissemination of the above manuals, existing documentation, and the results of such workshops to AU Commission, other organs of the AU concerned with the CFTA, RECs and selected African countries, as well as to the private sector.

Comments from the progress report and feedback from interviews point out that the training materials, especially the services manual, were disseminated at the two services training workshops. The “agricultural” manual was also disseminated at the “ECOWAS-UNCTAD-GIZ Stakeholder Consultation to Develop a Regional Strategy for the CFTA Negotiations, 9-11 March 2016” and at the “Third African Organic Agriculture Conference” in Lagos, Nigeria.

All documents produced were also uploaded on the UNCTAD website and some on the AU website. Some related websites such as those of Commonwealth and USAID East Africa Trade and Investment Hub re-issued some of the documents as news. A list of the documents and their annexes are found in the Annex V. This provides an indication that information was made available to both participating and non-participating countries in the project.

EA2: Increased capacity of policy-makers, experts and private sector to adopt and implement policies and measures to promote establishment of the CFTA and development of intra-African trade and regional agro-food supply chains

A2.1: Provide advisory services, directed to the AU Commission, other organs of the AU concerned with the CFTA, RECs, and/or selected African countries and the private sector, including during meetings of African Trade Ministers.

A2.2: Organize one expert meeting in Africa to make a review and integrated overall assessment of steps forward for establishing the CFTA and boosting intra-African trade.

Activities:

A2.1: Provide advisory services, directed to the AU Commission, other organs of the AU concerned with the CFTA, RECs, and/or selected African countries and the private sector, including during meetings of African Trade Ministers.

- (a) Conducted advisory missions on CFTA negotiations to several countries and African group meetings, including contributing to sessions on the actual drafting of the trade in goods agreement;
- (b) Co-organized the “ECOWAS-UNCTAD-GIZ Stakeholder Consultation to Develop a Regional Strategy for the CFTA Negotiations, 9-11 March 2016”. According to the activity report, “UNCTAD's support, including through its Africa Office, was highly appreciated by the ECOWAS Commission. They commended UNCTAD and called for follow-up support as the CFTA negotiations proceeded, as noted in the report of the meeting”;
- (c) Organized and participated in sensitization and strategic meetings on the CFTA such as a ministerial event on CFTA during UNCTAD 14 in Nairobi in July 2016;
- (d) UNCTAD experts also participated in 4-5 expert meetings convened by ECA on preparing the draft agreement of the CFTA.
- (e) Organized and participated in the side event of "Best Practices in Trade Negotiations" on the occasion of the Africa Trade Week 2016 (29 November 2016)

Discussion with the AU and representatives from various Member States representatives confirm that the technical support from UNCTAD through their involvement in the above-mentioned meetings and events added significant value and helped the participants to understand issues and take better decisions. The beneficiaries indicated that this type of working relationships is commendable during the conclusion of the CFTA.

Figure 6. Survey response on whether UNCTAD professional support should be continued in the context of the CFTA?

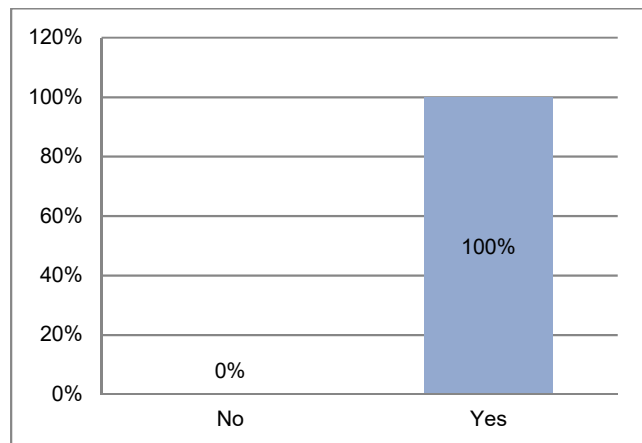


Figure 6 above confirms the expectations of the stakeholders regarding the continuation of the support.

During field interviews, UNCTAD and AU mentioned that responses from participants at both the workshops organised by the project were very positive on the knowledge acquired and that they had requests for more such support in the future.

One interesting point noted that came out during the discussions with UNCTAD and AU is that the trainings in this project have helped to demystify and better understand services and services negotiations. This was identified as a major weakness during discussions with UNCTAD training staff.

They also suggested that more such workshops are important especially if they are organized prior to negotiations meetings to enable negotiators to have a greater understanding of the issues to be discussed and enables them to be better prepared. To ensure a maximum positive impact of the training, a more elaborate M&E system should have been in place to ensure that gaps in training are taken care of through additional advisory sessions.

The participants confirmed that they had acquired new skills and knowledge and highly appreciated activities organized and the value addition from UNCTAD. This is a clear illustration of the receptiveness by the beneficiaries. Expectations for similar additional support only confirm the previous statement.

A2.2: Organize one expert meeting in Africa to make a review and integrated overall assessment of steps forward for establishing the CFTA and boosting intra-African trade.

The Experts Meeting was held in Addis Ababa in November 2016, and below are highlights of the outcomes of the meeting;

The purpose of the meeting was to consider the Draft Modalities for CFTA Tariff Negotiations and Trade in Services.

Among other general recommendations from the meeting one of them stipulated that:

- (a) The drafting of the CFTA document should involve the Continental Task Force as well as Technical Partners such as UNCTAD;

Regarding the consideration of Draft Modalities for the CFTA Tariff Negotiations on Trade in goods, two of the recommendations stated that:

- (a) An Analysis and Diagnostic study of the impact of the four options of the Modalities on the economies of Member States and RECs should be undertaken by the AUC and the RECs in collaboration with UNCTAD and UNECA.
- (b) The AUC and the RECs, in collaboration with UNCTAD and UNECA, should undertake a mapping of intra African trade flows focusing on direction and volume of trade amongst Member States.

Outcome-level change

The CFTA by nature is considered a mega regional trade agreement which implies that a number of options have to be considered. This agreement also entails a complexity of issues which needs to be discussed and resolved. Negotiators in member states are already busy on other negotiations platforms such as the WTO, ACP-EU, Tripartite and AGOA. The CFTA being unique requires constant training for negotiators, policy makers as well as the private sector. A significant amount of data, analyses, upgrading of knowledge and skills has been developed but more will be needed for negotiating the CFTA effectively and efficiently. This project is considered to be the preparation phase for the negotiations. CFTA is itself a FTA between different regions which are already trading freely among themselves. Despite having experience in regional trade negotiations, negotiating the CFTA requires further knowledge and insight to negotiate at this level. Various stakeholders expressed their concerns and mentioned that training in this context is an on-going process therefore must be a maintained programme. This project cannot be therefore left halfway. Additional technical support will be necessary until the CFTA is concluded.

Based on the above, the targeted activities as per the project document have been achieved, however, based on the results of interviews and surveys, whether these activities have been able to completely accomplish the main expected accomplishments (specifically, EA1 and EA2) is questionable.

There has been acknowledgement of the increase in knowledge and understanding of relevant policies and measures but participants have indicated that more training is required. Subsequently there is no record of any national, regional and AU action plans or decisions adopted on boosting of intra-African trade and establishment of the CFTA. The evaluation found that there has been no behavioural change at the national or organizational levels yet. The only exception is Kenya where priority was given to the creation of the CFTA as the top trade policy objective following the training workshop. It is however too early to identify any changes at the country level as decisions often involve various stakeholders and it also depends on the level of influence of the participants in the national level activities and policy agenda.

This clearly shows that the results on expected output have been partly achieved. The objectives as set in the project were over-optimistic and will take longer to unfold.

Efficiency

Project Funding

Management

The project has attained its objectives within its timeframe and allocated budget. There were some internal administrative changes at the start of the project which resulted in some of the delays in the delivery of the training materials, but this did not affect the overall running of the project. The project was well designed and did not present major flaws during its implementation. Beneficiaries praised the management and timely delivery of all outputs of the project.

The project was managed under the Division on International Trade in Goods and Services, and Commodities (DITC). However, over the years the project was moved between two organizational units and worked without operational support in some situations, which may have affected the efficient delivery of some outputs.

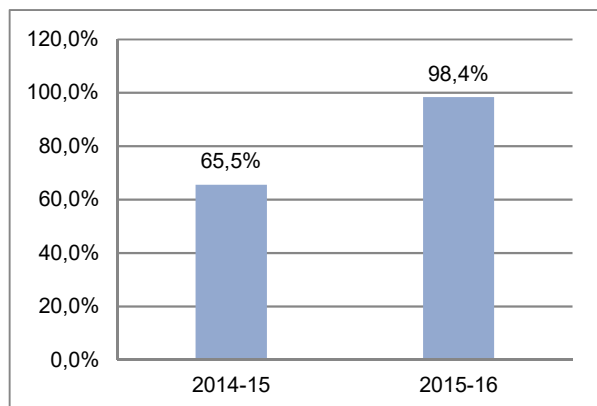
The main shortcoming identified on the project management side is the lack of additional staff to smooth out the operations. This issue was initially not foreseen by the project design, but came up due to added professional responsibility allocated to the project manager during project implementation. Despite these administrative changes, no major problems were reported concerning the day-to-day management of the project as indicated by UNCTAD project staff as well as beneficiaries (through evaluation interviews or the survey). The project's annual reports also do not mention any management issues.

Achieving the project's objectives with 98.4% utilisation of the funds and within the time frame is a good indication of an efficient management. See Figure 7. A cost analysis showed that most of the expenses were related to staff travel, consultancy fees and other expenses as per the budget. There were no remarks either in the annual report from stakeholders or from the beneficiaries on the management of the expenses.

All activities were carried out as scheduled within the required time-frame as confirmed by the various beneficiaries interviewed.

The project manager indicated that the funds budgeted were sufficient to carry out all activities scheduled under the project. The beneficiaries and stakeholders interviewed did not raise any issues related to the availability of funding. Achieving 98.4% of the budget allocated indicates that the cost estimation was appropriate.

Figure 7: Fund Utilisation



Project Monitoring

The project monitoring was entirely managed by the Head of the Trade Analysis Branch, and supervised by the Director of the DITC. According to feedback from the project management, there was no dedicated monitoring system in place for the project. The existing M&E system was appropriate for the project given the small number of activities. An annual activity report was prepared at the end of each year providing details on the activities, results, alert any problems, note pending issues and provide working plans for the following year. The reports were fairly concise and to the point but probably needed more details to point out specific issues, lessons learnt and provide recommendations for beyond the pilot phase. There were no complaints from beneficiaries although discussions with the project manager indicated that it could have been improved if more human and financial resources as well as additional time were available.

One of the flaws in the M&E linked to the design is the evaluation of the training impact on participants. There was no mechanism to measure the level of absorption of the training except by “acknowledgement” of the participants. Measuring the efficiency of the training is disputable. The project’s 2015 activity report on indicators of achievement states “*Over 200 Governmental officials, trade negotiators and AUC officials expressed knowledge enhancement and skills awareness*”. This statement might be correct but difficult to verify.

The quality of the training participants’ feedback and responses needs to be flagged. It is quite common for participants to be positive (out of courtesy) in relation to training acquired especially in their field of work. Whether the knowledge obtained is enough to be able to achieve the targeted objectives (the conclusion of the CFTA in this case) or will not be used in their professional work is still to be determined. This makes it difficult for the project management or this evaluation to appreciate the degree to which the capacity of the beneficiaries has really increased. Responses from stakeholders tend to affirm that changes have been observed (following discussion with stakeholders) in the quality of the debates. However, measuring the extent to which the training has really had the desired impact remains a challenge. Until the acquired skills are not put into practice during negotiations and meetings in preparing the CFTA, it is hard to judge the impact of the trainings received.

The questions that a Project Monitoring system needs to ask are “How far has the knowledge enhancement and skills awareness been achieved” and “to what extent has knowledge obtained has been put to use?” Knowing that the participants’ levels are not all the same, a survey of the knowledge and skills imparted should have been carried out. The reason being that significant effort is being made to bring everyone at the same level for better understanding of the issues and enhancing the quality of the negotiations related to the CFTA.

The evaluation however believes that a closer and more frequent monitoring should have been in place at least on a semi-annual basis to be able monitor progress and ensure that the training workshops have attained the objectives. Measuring “enhanced knowledge or increased capacity following a training session” is not easy. One of the AUC officers interviewed commented that “*no one has a clear idea of how much of the skills have been improved, it will be a test of time*”. UNCTAD should be able to set up mini surveys or engage in targeted discussions with countries after the training to know how they have been using the training and whether there were still gaps that could be addressed through further training or technical assistance.

Communications and dissemination of information

All reports and manuals produced were disseminated to all participants during the various activities organized by UNCTAD. The dissemination was carried out during the continental training workshops and during advisory meetings. These reports were also on UNCTAD’s, AUC, USAID website and therefore available to participating and non-participating countries. Information about activities under the project was provided on the UNCTAD website. All stakeholders were therefore adequately informed about the project and its activities.

Both the AUC and the ECA indicated that the flow of communication between UNCTAD and themselves as well as the other beneficiaries was quite fluid. This was further catalysed by the setting up of the UNCTAD office in Addis Ababa. The decision and appropriate timing to set up an UNCTAD office in Addis Ababa has been very beneficial to the project. This has amplified the communication and working relationships between UNCTAD and both the AUC and the ECA. The manager of the UNCTAD office in Addis said that UNCTAD’s presence close to AUC has been a “game changer”. The AU can be contacted directly with almost “walk in” situations to discuss issues whenever required. Ad hoc meetings can be organized more easily. UNCTAD claims that it has developed stronger partnerships by being close to the beneficiary institutions. This set up is highly beneficial for official meetings, resolving project related or other issues, organization of activities and preparation of documents. One of the responses from AUC was that the UNCTAD office in Addis is considered “*as a ballast*” in the way AUC has been dealing with Member States. AUC now feels less pressurised regarding requests from member states. AUC also mentioned that increasingly such support is required. The UNCTAD office in Addis has in fact given a boost both to the professional relationship and support that organizations like the AUC and ECA need in the context of CFTA and probably for other trade related objectives.

Leveraging in-house expertise and internal resources

One of the main characteristics and strengths of this project was UNCTAD's capacity to be able to leverage in-house expertise to provide various technical outputs to the project. UNCTAD officers mainly from the Division on International Trade in Goods and Services, and Commodities (DITC), provided training and technical expertise. Staff from other divisions were called upon when their expertise was required.

The trade expertise provided by UNCTAD has unanimously been praised by most stakeholders and its pivotal role is considered as indispensable for the success of the CFTA.

Sustainability

The design of the project envisaged that the sharing of skills and knowledge by UNCTAD will enable beneficiaries *“to adopt the requisite policies and measures at national, regional and continental levels in an integrated manner, which will have lasting effects upon defining beneficiaries' participation in trade, with beneficial developmental effects”*.

The design also indicated that UNCTAD's actions would be complementing on-going own African national and regional efforts. The role of the development partners will be to ensure that there is coherence and integration among participating member states.

The project document mentioned that following achievements of results *“there would also be a demonstration and multiplier effect upon other AU Member States countries beyond those directly participating in the project, through dissemination of the results of the project and through the measures adopted by RECs of which they are members, as well as by the AU”*.

Being at an early phase in the CFTA negotiation process, stakeholders stated that no actions were being undertaken at national levels at achieving the CFTA. On the contrary, most interviewees expected continued support from UNCTAD till the conclusion of the CFTA. Kenya is the only member state where the creation of the CFTA has been set as a priority trade policy objective.

The sustainability of the project has also been affected by the short time line of the project. Achieving the objectives of the project within such short time-frame was unrealistic. The ending of the project mid-way in the CFTA process should have been foreseen.

The assumptions for sustainability during project design were therefore overstated. Experience in the field of training and technical support related in this part of the world shows that due to lack of funds and technical knowhow locally, there is a high level of dependency on such donor funded projects. The lack of information or evidence of technical support or further training or institutional changes being undertaken at the national levels confirms this situation.

One of the other key concerns faced by member states in the context of negotiations is a high level of staff turnover. Continuous training on negotiation skills in the context of the CFTA should therefore be maintained. Countries will also require further external technical and advisory services to finalise the CFTA.

One of the recommendations for future projects is to include a component on sustainability in form of a long-term plan or training of trainers which will empower member states and encourage them to take actions in their effort to conclude the CFTA successfully.

Impact

The design of the project expected that the impact of the project is to increase “*knowledge of policy-makers, experts and private sector on requisite policies and measures for establishing the CFTA and to adopt and implement policies and measures to promote establishment of the CFTA and development of intra-African trade and regional agro-food supply chains.*”

The immediate result of the project has been an increase in the capacity of the participants through the training activities and changes in policy documents. Though the long-term impact which is increased knowledge being translated into better understanding of the issues related to the CFTA, fruitful negotiation and the adoption of the appropriate policies is yet to be seen.

The impact resulting from the increased knowledge to set up, adoption and implementation of policies and measures establishing the CFTA is however premature. These processes will require more time in anticipation of the finalisation and the implementation of the CFTA. It is therefore premature to appreciate the impact of these measures.

The demonstrated participation of the RECs and AU Commission in the project should indeed help to ensure coherence and integration among the national, regional and continental measures adopted as a result of the project, resulting in a long-term impact.

Gender and human rights

The project document mentions that “*gender mainstreaming would be ensured through participation of women in different trainings and seminars.*”

The rate of participation of women in the activities organized by the project is generally weak (27.3%) as indicated in the table below except for the Kenya workshop with a 50% participation of women.

Table 2: Participation by Gender

| Activity | Total number of participants | Number of Women Participating | % of Women Participation |
|-----------------------------|------------------------------|-------------------------------|--------------------------|
| Senegal Workshop | 38 | 5 | 13.1% |
| Nairobi Workshop | 46 | 23 | 50% |
| Experts meeting Addis Ababa | 88 | 19 | 21.6% |
| <i>Total participation</i> | <i>172</i> | <i>47</i> | <i>27.3%</i> |

Despite the fact that the project promotes the participation of women in all activities, the choice of participants was left to member states and partner institutions. The project manager also indicated that it was difficult to influence the choice of participants as it is considered a national prerogative. The project should probably set defined criteria to enable a more efficient selection and participation of women in all activities.

The project has been addressing the issues of increased market access and business opportunities, particularly in Services and Agro-food sectors, which would provide an enabling environment for women in participating African countries to harness benefits of increased trade opportunities at national and intra-regional levels. It is important to note that the problems affecting women in trade constituted dedicated sessions of discussion during meetings organized under the project. Feedback from various stakeholders met indicated that the consideration for problems related to women in trade is relatively strong.

In this project, the component of human rights has not been directly assessed but the long-term impact and the outcome of the project is expected to create more conducive trade environment and broaden opportunities to more traders including women, while leading to the alleviation of poverty in member states. In a more broader sense, the project advances the core values of equitable development by supporting the African continent with the objective of achieving economic development through trade.

Partnerships and synergies

The project has been synergistic and non- duplicative as it has been designed bearing in mind the following:

- (c) UNCTAD's long term and ongoing support to African countries, their RECs and the AUC through cooperation frameworks such as the Trade capacity building projects for developing and LDCs⁷ and the Accra Accord (2008) that provides for UNCTAD to promote and support economic cooperation and regional cooperation.
- (d) The UNCTAD Doha Mandate (2012); the Istanbul Programme of Action for LDCs and South-South trade cooperation initiatives.
- (e) WTO's Aid for Trade Initiative structured through the Enhanced Integrated Framework aims to build capacity to trade, which also includes addressing critical supply-side constraints.

The project design and implementation has included varying degrees of coordination and partnerships with a wide range of stakeholders including: African Union (AU), Community of Sahel-Saharan States CEN-SAD, Common Market for East and Southern Africa (COMESA), East African Community (EAC), Economic Community of Central African States (ECCAS or UDEAC), Economic Community of West African States (ECOWAS), Intergovernmental Authority on Development IGAD, Southern Africa Development Community (SADC), 'Union du Maghreb Arabe (UMA) and United Nations Economic Commission for Africa (UNECA)

The project has also developed synergies with other UN Development Account projects under the 8th tranche in particular these 2 projects: (a) 1213 K on Capacity building for the formulation and implementation of MDG-oriented trade policies in developing countries contributing to accelerating achievement of MDGs in the context of multiple and interrelated development challenges, and (b) 1213 M on Strengthening of capacities of trade and planning ministries of

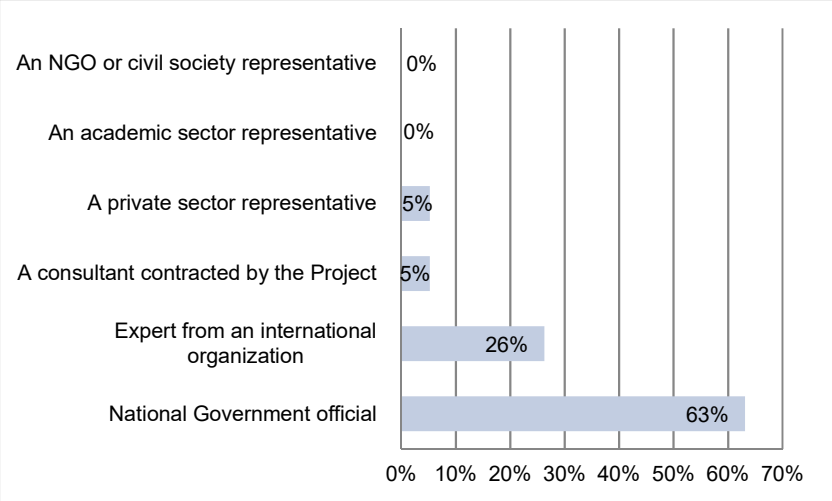
⁷ (a) Capacity building for formulation and implementation of MDG-oriented trade policies in developing countries, and (b) Strengthening capacities of trade and planning ministries of selected LDCs to develop and implement trade strategies conducive for poverty reduction.

selected LDCs to developing and implementing trade strategies that are conducive for poverty reduction.

This clearly indicates that the project has been developed bearing in mind other development initiatives and within cooperation frameworks aimed at the economic development in Africa. The online survey results below also show that strong partnerships have been developed with government institutions. This is a firm indication that the project worked overwhelmingly with governments.

One of the observations by the evaluation is the low level of participation from the private sector despite the fact that they will be the largest beneficiaries of the CFTA. The participants' lists for the workshops indicate that the private sector consisted only of the representatives of the regional Federation of the Chambers of Commerce and results from the online survey also show a low participation from the private sector compared to other stakeholders. One of reasons given during the interviews is that the federations being the representatives of the private sector will pass on the information, knowledge and skills acquired to the respective members. This poses a challenge given that each country has its own specificities and economic issues. A higher level of participation from the national private sector is crucial so that country specific potential risks, challenges and opportunities in relation to the CFTA are better understood and proper feedback is provided to their respective negotiators.

Figure 8. Participant profile in activities organized under the project.



III. CONCLUSIONS

This project has been widely accepted and praised by the majority of stakeholders as a high value addition to the process of concluding the CFTA. The wealth of skills and experience accumulated by UNCTAD in the areas of trade negotiation are highly beneficial to the preparation of a trade agreement with a continental dimension. The conclusion of the CFTA will still require very complex skills and knowledge as various documents have highlighted weaknesses at the institutional, national and regional levels. The success of the CFTA will depend on the continuous capacity building and efficient negotiations. Member states and regional institutions will not be able to take up such a challenge on their own. A technical partner such as UNCTAD is crucial in this endeavour.

This project has laid the technical foundations for the start of the negotiations. The expectations from UNCTAD is quite high among all beneficiaries either from the member states, the regional institutions or the private sector. This project has a strong political importance for UNCTAD in its mission to support the African continent with the objective of achieving economic development through trade especially in the present world economic situation. The CFTA has laid down a challenging but rewarding platform which will bear results in the long term. The support from UNCTAD therefore should not end due to the utilization of the UNDA funds but needs to be redesigned by UNCTAD and effort should be made to seek finances internally or from other donors to resource the new project.

An analysis of the various aspects of the project are summarised below with suggestions for improvement.

Relevance

The context in which the project has been crafted and the timing for the future of trade on the African continent is appropriate. The AU and ECA view UNCTAD's role as vital in the CFTA setting up process and member states see UNCTAD as a determining partner in the negotiation and implementation of the CFTA. The project bridges existing institutional and technical gaps which could jeopardize the completion of the CFTA. UNCTAD has provided technical assistance in Africa and to individual member states but through this project it has also been able to provide inputs and participate in Ministerial trade meetings at continental level.

The evaluation concludes that the project is appropriately designed to support African countries establish the CFTA. It is of unique strategic and political importance since the CFTA, in addition to enhancing economic growth, creates a unique platform for trade at the continental level. The decision for African economies to liberalise their trading borders is an expression of leadership for the continent's economic development. The timing for this project is also critical and challenging for African countries facing the effects of the aftermath of the 2008 world economic crisis.

The project's choice of activities respond to a situation of institutional weaknesses and gaps in technical skills which manifest as challenges for the conclusion of the CFTA.

Effectiveness

The project was effective in achieving planned outputs as enunciated in the project document. The quality of the manuals, papers and synthetic documents (used as guides for policy makers) were highly appreciated by the beneficiaries. Two international training workshops were carried out as planned and received significant appreciation from the participants. Reports and training manuals were disseminated to participating countries during the various events organized, and these were also made available on UNCTAD's website for non-participating countries.

UNCTAD's professional expertise and worldwide experience has been widely praised. The African continent is faced with a number of challenges at the level of intra continental trade due to low institutional and technical capacity where projects like this one become essential and are commendable. UNCTAD through this project has been trying to cover institutional gaps through their support to AU and ECA in accompanying the achievement of the CFTA.

Although theoretically the project's objectives have been attained, it is too early to verify those with a long-term perspective⁸. The participants have indeed acknowledged that they benefitted from the training according to the indicators of achievement, however, this evaluation has not been able to verify whether the training has been effective enough to achieve the project's objectives. "It will be a test of time," remarked one of the stakeholders. What came out clearly from the stakeholders was that this type of training and technical support should be continued due to existing institutional weaknesses and technical knowledge shortages at the country and regional levels.

Training is therefore key and a continuous process especially in the context of trade negotiations. The training helped to demystify and better understand services and services negotiations which was identified as a major weakness.

Efficiency

The project's objectives were achieved with 98.4% utilisation of the funds stipulating financial efficiency. An analysis of the project finances indicated a sound utilisation of funds relevant to the project's requirements. The project was efficiently managed despite some internal administrative changes and delays at the start of the project. No major problems were reported in the project's day to day management. The project would have benefitted from additional staff support, as its management was added on to the existing professional responsibilities on the project's manager.

The project used UNCTAD's internal monitoring system and activity reports were prepared annually on the basis of standard UNDA requirements. A more in-depth monitoring system could have been set up to measure the efficiency of the training, the level of knowledge utilization and

⁸ of "enhanced knowledge among policy-makers, experts and private sector on requisite policies and measures for establishing the CFTA and increased capacity of policy-makers, experts and private sector to adopt and implement policies and measures to promote establishment of the CFTA",

its impact in the longer term. The acknowledgement of added knowledge and skills from participants does not constitute a strong enough evidence.

UNCTAD played a pivotal role in this project due to its international expertise and enabled the project to leverage in-house expertise to the various technical outputs to the project. This project has enabled UNCTAD to boost its working relationships with the AU and ECA with the recent presence of the UNCTAD regional office in Addis Ababa since July 2015. This new setup has been an asset for this project in terms of communication, meetings, preparation of the documents and logistics with the AU and also channelling requests from member states.

Sustainability

The issue of sustainability is not clearly defined in the project document. Discussions with stakeholders and the project manager provided no indication of initiatives having been or being undertaken nationally because of efforts undertaken under the project. Instead, the beneficiaries anticipate continued support from UNCTAD during the whole CFTA negotiation process. The reason being that there is a lot of work to be done, and scarcity of funds and technical expertise prevent sustainable actions at the national levels. At this stage, only Kenya prioritises the CFTA engagement process and agenda at the national level.

One major obstacle to sustainability could be the short duration of the project support as the CFTA establishment process is still ongoing. Stakeholders have high expectations that UNCTAD will continue similar type of support although there are no indications at this stage that UNCTAD will be able to provide this. UNCTAD is conscious of the need for additional and continuous support required in the context of the CFTA.

Impact

It is too early to determine the impact of the project. The project document sets indicators of achievement as “numbers of stakeholders acknowledging during project-related activities...that they have enhanced their knowledge and understanding ...”, “Numbers of national, regional and AU action plans or decisions adopted...”, “Numbers of appropriate policies and measures adopted at the national, sub-regional and/or continental levels...” have only partially been achieved. Results may have been partly achieved but the “acknowledgement of knowledge enhancement” is not convincing enough to prove that the long-term objectives will be achieved. Undeniably, the negotiations simulation exercises, the regional strategy document and other policy documents are considered as valuable input for the member states but only the negotiation process in the forthcoming years will provide testimony of the value of the technical support delivered under the project (see above analysis under Sustainability).

Gender and human rights

In this project, the direct influence of gender and human right elements has been at a minimum. The choice of women participation to the various project activities was left to the member states’ and the institutions’ decisions with an overall under representation during the events.

Gender aspects are alternatively embedded in the project's outcome as the project addresses the issues of increased market access and business opportunities, particularly in Services and Agro-food sectors, which would provide an enabling environment for women in participating African countries for harnessing benefits of increased trade opportunities at national and intra-regional levels. Discussion topics at various workshops also flagged out the gender dimension in the context of trade under CFTA

Human rights issues are contained in the project's overall objectives and are in line with poverty alleviation and equal access to trade objectives.

Very broadly, the project advances the core values of equitable development by supporting the African continent with the objective of achieving economic development through trade.

Partnerships and synergies

The project has also developed synergies with other UN Development Account projects under the 8th tranche and are in line with UNCTAD's long term ongoing support to African countries and their RECS especially the AUC, the Doha Mandate, the WTO's Aid for Trade Initiative.

One of the shortcomings in this project has been the low level of participation of the private sector. Given that they are the ones who are the first to bear the impact of the CFTA, their presence and contribution is key to a successful trade agreement.

IV. RECOMMENDATIONS

Key Recommendations

- (a) UNCTAD to prioritize continued support to the CFTA process given the high level of appreciation of the project by all stakeholders, increased expectations of continued technical support from UNCTAD by beneficiaries and high level of complexity of the nature of the CFTA negotiations
- (b) UNCTAD to ensure a long-term approach, supported by adequate financial and staff resources, when developing future projects of similar nature or follow-up. UNCTAD management and UNDA office, when approving future projects of similar nature or follow-up to this project, should take good consideration of the scale of project and provide for adequate operational support.
- (c) UNCTAD management and UNDA office to improve results-based management approaches for measurement of the effectiveness and impact of the employed approach:
 - (i) A clearly defined monitoring system that measures real-time progress in capacity building, assess utilization of the knowledge gained, make course corrections and track and document the lessons learned;
 - (ii) A mid-term self-evaluation/assessment modality to indicate whether the project is on track, identify the lessons learned and how things can be improved for future action within the project.
- (d) UNCTAD should develop a set of screening criteria of selecting the target audience / beneficiary of its intervention, to guide/advise the beneficiary government when organizing workshops or seminars.
- (e) UNCTAD should ensure that there is a stronger participation of the national trade unions and industry associations in trade policy negotiation.

Important Recommendations

- (a) For future interventions, the project design should take into consideration action plans to follow up UNCTAD intervention and ownership of the beneficiary countries, including also the exit strategy to sustain the results.
- (b) UNCTAD to develop a structured trade negotiations training approach that includes specific preparatory workshops before important negotiation meetings so that negotiators have a deeper understanding of the issues and are better prepared.
- (c) UNCTAD to consider mechanisms and modalities to work with member states to capacitate more women in trade related/ negotiation issues at the national level and encourage their participation in relevant activities. UNCTAD for instance could promote and enforce the mandatory and minimum requirement on female representation in its workshops and training, nominated by beneficiary countries.

General Recommendations

- (a)* UNCTAD management should propose to beneficiaries that the selection countries of is more homogeneous or develop differentiated strategies for the different types of countries to create a stronger momentum and would be able to lead to in depth discussions in the context of the CFTA;
- (b)* Project management and the UNCTAD Evaluation and Monitoring Unit (EMU) should provide for more time to field work in evaluations to improve the quality of data and analysis.; and
- (c)* UNCTAD should continue to raise awareness on the CFTA especially for non-participating countries, building on the project communication outputs and accomplishments.

V. LESSONS LEARNED

Sustainability considerations should be captured in the design of projects

Launching such a pilot project to support trade and especially in the context of CFTA is commendable but given the challenges it cannot be stopped in the middle of a process. The project design should have anticipated the need for continuous support till the Agreement is signed. In addition, the sustainability of actions at the national and regional levels as a follow up to this project has been almost non-existent. Member states and regional institutions should be prompted to take responsibility and actions should have been anticipated at the project design stage.

Well-designed training is key to successful trade negotiations.

Training is a key and continuous process especially in the context of trade negotiations. The success trade of negotiations meetings is highly linked to the level of preparation few days before the meeting as it improves understanding and quality of the forthcoming discussions. Capacity building workshops sessions should be encouraged and maintained. In future projects, the profile of participants for training should be carefully monitored to ensure the sustainability of skills acquired and targeted use of the knowledge.

Pre-training sessions to improve the quality of the work sessions

The organization of training sessions preceding negotiations or technical meetings is very beneficial to participants in terms of understanding relevant issues and consequently improving the quality of the sessions.

Field outposts help UNCTAD reach its beneficiaries in a better way

The recent presence of the UNCTAD regional office in Addis Ababa has been a big advantage for the project in boosting working relationships with the AU and the ECA and channelling requests from member states.

Need for Synthesis documents by member states

Member States prefer short synthesis policy documents which proved extremely useful for the negotiations.

ANNEXES

ANNEX I. TERMS OF REFERENCE OF THE EVALUATION

External Evaluation of Development Account Project 1213 AR Strengthening capacities of African countries in boosting intra-African trade through support for establishing the African Continental Free Trade Area

1. Introduction and Purpose

This document outlines the Terms of Reference (TOR) for the final independent project evaluation for the United Nations Development Account (UNDA) funded project titled “Strengthening capacities of African countries in boosting intra-African trade through support for establishing the African Continental Free Trade Area.”

The UNCTAD Evaluation and Monitoring Unit (EMU), in close collaboration with the Division on International Trade in Goods and Services, and Commodities (DITC), will undertake this evaluation.

This evaluation exercise is meant to ensure ownership, result-based orientation, cost-effectiveness and quality of UNCTAD assistance. By carrying out this evaluation, UNCTAD plans to assess its work, to learn lessons, to receive feedback, appraisal and recognition, as well as to mobilize resources by showing the possible attribution of achievements to the programme.

The evaluation will systematically and objectively assess project design, project management, and project performance. The evaluation will provide assessments that are credible and useful, and also include practical and constructive recommendations, in order to enhance the work of UNCTAD in this area.

The evaluation will provide accountability to UNCTAD management, the Capacity Development Office/Development Account of DESA, project stakeholders, as well as UNCTAD's member States with whom the final evaluation report will be shared.

2. Project Background

UNCTAD has long been a cooperating partner of African countries, their continental, regional and sub-regional organizations, including in their efforts to enhance intra-African trade, strengthen economic integration, and generate economic growth and development. The cooperation between UNCTAD and the African Union (AU) was formalized in a Memorandum of Understanding signed between UNCTAD and the AU Commission on 3 April 2008 which, recognizing the positive experience of UNCTAD-AU Commission cooperation, provided for continuing cooperation in different areas, including on intra-African economic cooperation/integration.

The 18th Ordinary Session of Assembly of the African Union (Addis Ababa, Ethiopia, 23-30 January 2012) adopted a “Decision on boosting intra-African trade and fast tracking the Continental Free Trade Area” (Assembly/AU/Dec.394(XVIII)). In that decision, recognizing that the promotion of intra-African trade is a fundamental factor for sustainable economic development, employment generation and effective integration of Africa into the global economy, African Heads of State and

Government endorsed the Framework, Road Map and Architecture for Fast Tracking the establishment of the Continental Free Trade Area (CFTA) and the Action Plan for Boosting Intra-African Trade (Action Plan). They decided that the CFTA should be operationalized by the indicative date of 2017, based on the framework, Roadmap and Architecture. The Decision requested AU Member States, supported by the AU Commission and the African RECs (Regional Economic Communities), to drive the process of boosting intra-African trade and the CFTA negotiations through the implementation of the Action Plan at the national, regional and continental levels, and called upon the AU Commission, UNECA (UN Economic Commission for Africa), the African Development Bank and other relevant development partners to support the implementation of the Action Plan. UNCTAD had been closely involved from the start of the process which eventually led to the adoption of this AU Decision, and had contributed inputs to the Action Plan.

UNCTAD organized an African Trade Ministers' meeting during UNCTAD XIII at Doha on 20 April 2012, in collaboration with the AU Commission. At that meeting, UNCTAD presented a note on UNCTAD's proposed support to the implementation of the AU Action Plan and the African Ministers present expressed appreciation to UNCTAD for this support.

The Doha Mandate, adopted on 26 April 2012 at UNCTAD XIII, stresses that UNCTAD should continue to address the special concerns and needs of Africa, including as articulated in the New Partnership for Africa's Development (para.17 (h)), and that UNCTAD should assist regional cooperation organizations to better address economic challenges and opportunities, including with regard to globalization (paragraph 41(c)).

On 11 June 2012, the Secretary-General of UNCTAD met with African Ambassadors at the AU Mission in Geneva, and further presented UNCTAD's support to the implementation of the AU Action Plan. This was well received, with the Ambassadors indicating they would be closely following developments.

Within this framework UNCTAD prepared and submitted a request to UNDA for a project to assist African countries with dedicated support to their effort in accelerating the formation of the CFTA as a pillar for fostering and boosting intra-African trade expansion, leading to sustained economic growth, structural transformation and inclusive development. The project was discussed and approved with an overall budget of US\$490,000.

The two expected accomplishments of the project are as follows:

EA1: Enhanced knowledge among policy-makers, experts and private sector on requisite policies and measures for establishing the CFTA, boosting intra-African trade in goods and services, and related fostering or value addition for regional supply chains in agricultural commodities and processed food products.

EA2: Increased capacity of policy-makers, experts and private sector to adopt and implement policies and measures to promote establishment of the CFTA and development of intra-African trade and regional agro-food supply chains.

The main activities include: (a) prepare manuals, incorporating suitable practical examples and case studies from different African countries or regions and relevant experiences of other countries, on key modalities; (b) conduct two continental workshops; (c) undertake dissemination of the above manuals, existing documentation and the results of such workshops to AU Commission, other organs of the AU concerned with the CFTA, RECs and selected African countries, as well as to the private sector; (d) provide advisory services; and (e) organize one expert meeting in Africa to make a review and overall assessment of steps forward for establishing the CFTA and boosting intra-African trade, capacity gaps and priorities for further technical assistance and training, and further

steps for dissemination and raising attention and consensus among high-level AU policy-makers, as well as the private sector.

The project started in 2014 instead of 2013 due to late receipt of funds. Because of this, a project extension was requested and granted until November 2016. A significant number of African countries, policy makers and trade negotiators as well stakeholders from the civil society directly benefited from UNCTAD's technical assistance.

Activities were implemented in partnership with the AU Commission, Economic Commission for Africa (ECA), African Regional Economic Communities (RECs) and other stakeholders.

3. Scope of the Evaluation

The evaluation will cover the duration of the project from 2013 to 2016.

The evaluation is expected to deal with the following questions under the below criteria:

a) Relevance

- Did the project design, choice of activities and deliverables properly reflect and address the primary development needs of the African countries, taking into account UNCTAD's mandates, and alignment with the objectives of the UNDA?
- Were the actual activities and outputs of the project consistent with the overall goals and intended outcomes?
- What is UNCTAD's comparative advantage in this area and to what extent did this project maximize it?

b) Effectiveness

- Have the activities achieved, or are likely to achieve, planned objectives and outcomes as enunciated in the project document?
- To what extent are project beneficiaries satisfied with the activities organized by the project and the quality of the outputs?
- Is there evidence that the beneficiaries' knowledge, understanding and capacity to establish the CFTA and boost intra-African trade have been improved?
- How have the different activities complemented each other in the capacity building of the project beneficiaries?
- What are the lessons learned or best practices for similar future interventions?

c) Efficiency

- Have project implementation modalities, and internal monitoring and control been adequate in ensuring the achievement of the expected outcomes in a timely and cost-effective manner?
- Has the project leveraged in-house expertise, previous research and technical cooperation outcomes, existing databases, and other internal resources of UNCTAD and/or external collaboration from international development partners and mechanisms?
- Has the project timeline been affected by possible constraints/problems?? If so, how have these affected project objectives and have they been addressed in an appropriate manner?

d) Sustainability

- Is there evidence that national counterparts and regional partners are committed to continue working towards the project objectives beyond the end of the project? To what extent have project beneficiaries' institutional capacities been enhanced?
- Have the activities and outputs have been designed and implemented in such a way to ensure maximum sustainability of the project's impact? For instance, to what extent did the beneficiary country stakeholders have strong sense of ownership?
- Have efforts been made to sustain the knowledge and capacity gained in the project for future similar interventions to be carried out by UNCTAD?

e) Gender and human rights

- To what extent the design and implementation of the project incorporated gender equality, and can evidence be identified in this regard?
- How have the beneficiaries been sensitized on the gender dimension of trade policies and their impact on gender equality?
- To what extent does the project advance UNCTAD's efforts to promote equitable trade and sustainable development?

f) Partnerships and synergies

- How has the project advanced partnerships with national and regional counterparts, the civil society and/or the private sector?
- How does the project fit into the overall UNCTAD strategy towards trade policy?

4. Deliverables and Expected Outputs

The evaluation, on the basis of its findings and assessments made on the above criteria, should draw conclusions, make recommendations and identify lessons learned from the implementation of the project.

More specifically, the evaluation should:

- Highlight what has been successful and can be replicated elsewhere;
- Indicate shortcomings and constraints in the implementation of the project while, at the same time, identifying the remaining challenges, gaps and needs for future courses of action;
- Make pragmatic recommendations to suggest how UNCTAD's work in this area can be strengthened in order to deliver better results in addressing beneficiaries' needs and create synergies through collaboration with other UNCTAD divisions, international organizations and development partners, and other international forums;
- Draw lessons of wider application for the replication of the experience gained in this project in other projects/countries;

Three deliverables are expected out of this evaluation:

- 1) An inception report⁹;
- 2) A draft evaluation report; and
- 3) The final evaluation report¹⁰

The inception report should outline the evaluator's understanding of the issues under evaluation captured in an evaluation framework, and a detailed work plan with the timeframe. The evaluation

⁹ Quality of the inception report should meet those set out in UNEG Quality Checklist for Evaluation Terms of Reference and Inception Reports: http://www.uneval.org/papersandpubs/documentdetail.jsp?doc_id=608

¹⁰ Quality of the evaluation report should meet those set out in UNEG Quality Checklist for Evaluation Reports: <http://www.uneval.org/document/detail/607>

framework should include an evaluation matrix relating evaluation issues and questions to evaluation criteria, indicators, sources of information and methods of data collection.

The first draft report should be presented to the EMU and relevant stakeholders for quality assurance and factual corrections at least 3 weeks before the deadline for the submission of the final report.

The final output of the evaluation is a report that must compose the following key elements:

- 1) Executive summary (maximum 3 pages);
- 2) Introduction of the evaluation, a brief description of the projects, the scope of the evaluation and a clear description of the methodology used;
- 3) Findings and assessments according to the criteria listed in Section 3 of this ToR, with a comparison table of planned and implemented project activities and outputs;
- 4) Conclusions and recommendations drawn from the assessments.

The evaluation report should follow the structure given in Annex 1.

In the evaluation report, all the assessments made must be supported by facts and findings, direct or indirect evidence, and well-substantiated logic. It follows that all the recommendations made should be supported by the assessments made. Relevant, specific, practical, actionable, and time-bound recommendations are highly appreciated.

The evaluator is required to submit a separate final list of those interviewed, for the record. The evaluator is strongly encouraged to choose the interviewees with a wide representation of stakeholders, bearing in mind the need to ensure those in a disadvantaged or minority position could also have their voice heard and contribute to the evaluation as appropriate. If necessary, the report may be accompanied by a supplement including supporting materials. If English is not the native language of the evaluator, he/ she is requested to ensure that the final report be copy edited before submission to UNCTAD.

5. Methodology

The evaluation will be undertaken through a triangulation exercise of all available data to draw conclusions and findings. The evaluation methodology includes, but is not limited to, the following:

- Desk review of project documents and relevant materials;
- Face-to-face interview and/ or telephone interviews with relevant UNCTAD staff;
- Online surveys of beneficiaries of the project, and other stakeholders, as may be required*; conduct follow-up interviews as may be necessary;
- Telephone/skype interviews with a balanced sample of project participants, project partners and other relevant stakeholders.

As part of the desk review, which will lead to an Inception Report, the evaluator will use the project document as well as additional documents such as mission reports; progress reports, financial reports, publications, studies - both produced under the project as well as received from national and regional counterparts. An exhaustive list of donors, project beneficiaries as well as other partners and counterparts involved in the project will be provided to the evaluator.

The evaluator will further elaborate on the evaluation methodology in an Inception Report, determining thereby the exact focus and approach for the exercise, including developing tailor made questions that target different stakeholders (based on the above section on scope of the evaluation), and developing the sampling strategy and identifying the sources and methods for data collection.

The methodology should align with United Nations Evaluation Group (UNEG) Norms and Standards.

6. Description of Duties

The evaluator reports to the Chief of EMU. He or she will undertake the evaluation exercise under the guidance of the EMU and in coordination with the project manager. The evaluator will be responsible for the evaluation design, data collection, assessment and reporting as provided in this TOR. The evaluator must take full responsibility for the contents of the report generated and ensure its independence and accuracy. The evaluator shall act independently, in line with United Nations Evaluation Group (UNEG) Ethical Guidelines and in her/his capacities and not as a representative of any government or organisation that may present a conflict of interest. S/he will have no previous experience of working with the project or of working in any capacity linked with it.

The evaluator should observe the UNEG guidelines, standards¹¹, and norms¹² for evaluations in the UN system, as well as UNCTAD's Evaluation Policy¹³, in the conduct of this assignment. The evaluator needs to integrate human rights and gender equality in evaluations to the extent possible.¹⁴ The evaluator needs to ensure a complete, fair, engaging, unreserved, and unbiased assessment. In case of difficulties, uncertainties or concern in the conduct of the evaluation, the evaluator needs to report immediately to the Chief of EMU to seek guidance or clarification.

The project team will support the evaluation, by providing all relevant documents and project expense reports as may be required for the evaluation, and providing logistical support needed for data collection to the extent possible, and make necessary follow-up to the extent possible when the data sample falls short of expected number that would affect negatively data triangulation. It's the responsibility of the project manager to ensure senior management engagement throughout the evaluation and timely feedback in the quality assurance and factual clarification process coordinated by the EMU.

The EMU acts as clearing entity during the main steps of this evaluation. It endorses the TOR and approves the selection of the proposed evaluator. EMU reviews the evaluation methodology, clears the draft report, performs quality assurance of the final report and participates in disseminating the final report to stakeholders within and outside of UNCTAD. EMU engages the programme manager throughout the evaluation process in supporting the evaluation and validating the reports.

7. Timetable

The total duration of the evaluation is equivalent to 22 days of work and will take place from mid-October to December 2016.

¹¹ "Standards for Evaluation in the UN System" by UNEG, UNEG/FN/Standards (2005); http://www.uneval.org/papersandpubs/documentdetail.jsp?doc_id=22;

¹² "Norms for Evaluation in the UN System" by UNEG, UNEG/FN/Norms (2005); http://www.uneval.org/papersandpubs/documentdetail.jsp?doc_id=21;

¹³ "Evaluation Policy" of the United Nations Conference on Trade and Development (UNCTAD), December 2011, http://unctad.org/Sections/edm_dir/docs/osg_EvaluationPolicy2011_en.pdf.

¹⁴ "Integrating human rights and gender equality in evaluations" by UNEG, UNEG Guidance Document (2014): <http://www.unevaluation.org/document/detail/1616>. The UNEG Handbook on "Integrating human rights and gender equality in evaluations: Towards UNEG Guidance" by UNEG, UNEG Guidance Document (2011): <http://www.uneval.org/document/detail/980>.

| Activity | Days |
|---|--------|
| Desk research and study of relevant documentation | 3 days |
| Preparation of data collection tools and inception report | 4 days |
| Interviews with UNCTAD staff and implementation partners | 2 days |
| Other interviews with project participants, focal points and other stakeholders | 4 days |
| Data analysis and draft report write up | 6 days |
| Final report write up | 3 days |

8. Monitoring and Progress Control

The evaluator must keep the EMU informed of the progress made in the evaluation on a regular basis. The evaluator will also present the draft report to the EMU and the project manager before the final submission, giving sufficient time for the verification of factual findings as well as its compliance with the ToR (approximately 1 week). To this end, a draft of the report must be presented by 10 December, 2016 for quality assurance by the EMU and factual clarification by the project manager, before submission of the final report.

The deadline for submission of the final report will be 28 February, 2017.

The contract concludes, and payment issued, upon satisfactory receipt of the final report.

9. Qualifications and Experience ¹⁵

- **Education:** Advanced university degree in economics, trade, development, public administration or related field.
- **Experience:** At least 5 years of experience in conducting evaluations, preferably on interventions in the areas of trade related technical assistance and capacity building. Demonstrated knowledge of trade and sustainable development issues is required. Experience in gender mainstreaming is desirable.
- **Language:** Fluency in oral and written English. Ability to communicate in official languages of beneficiary countries and regions of the project under evaluation is an advantage.

10. Conditions of Service

The evaluator will serve under a consultancy contract as detailed in the applicable United Nations rules and regulations. The evaluator will not be considered as staff member or official of the United Nations, but shall abide by the relevant standards of conduct. The United Nations is entitled to all intellectual property and other proprietary rights deriving from this exercise.

11. Payment of the consultancy fee

The Evaluation Consultant's fee will be paid in line with the following schedule and upon acceptance (part of the quality assurance process) by EMU of the key deliverables:

- Upon acceptance of the inception report: 20%
- Upon acceptance of the draft Evaluation Report: 40%
- Upon acceptance of the final Evaluation Report: 40%.

¹⁵ The United Nations shall place no restrictions on the eligibility of men and women to participate in any capacity and under conditions of equality in its principal and subsidiary organs.

12. Applying for the consultancy

Applicants are required to submit an expression of interest to undertake the assignment/consultancy and include the following:

- Cover letter stating why you are suited for this work, your available start date and work experience, especially evaluation experience;
- Detailed CV

A sample of a recent evaluation report should be submitted.

Applications with the above details should be sent to evaluation@unctad.org

The deadline for submitting the applications is Tuesday, 26 September 2016. UNCTAD reserves the right to close the application before the indicated date if a suitable candidate is found.

ANNEX II. TEMPLATE OF EVALUATION REPORT

I. Executive summary

- Not more than three pages focusing on the evaluation approach and the key findings and recommendations

II. Introduction

- Information on the evaluation: why, when, by whom, etc.
- Description of methodology employed including information sources and availability of information
- Project summary (including project structure, objectives, counterparts, timing, cost, etc)

III. Project context and planning

- Project identification (stakeholder involvement, needs of target groups analysed, analysis, etc.)
- Project formulation (stakeholder involvement, quality of project document, intervention logic, etc.)
- Description of the underlying intervention theory (causal chain: inputs-activities-outputs-outcomes)
- Positioning of the project (other initiatives of government, other donors, private etc.)

IV. Project Implementation

- Financial implementation (overview of expenditures, changes in approach reflected by budget revisions, counterpart organisation(s), project partners, etc.)
- Management (in particular monitoring, adaptation to changed circumstances, etc.)
- Outputs (inputs used and activities carried out to produce project outputs)
- Outcome, impact (what changes at the level of target groups could be observed, refer to outcome indicators in project document)

V. Assessment

- Relevance
- Effectiveness
- Efficiency
- Sustainability
- Gender and human rights
- Partnerships and synergies

VI. Conclusions

VII. Recommendations

- Recommendations must be based on evaluation findings

VIII. Lessons learned

- Lessons learned must be of wider applicability beyond the evaluated project but must be based on findings and conclusions of the evaluation

IX. Annexes

- Terms of reference of the evaluation
- List of persons contacted during the evaluation
- Evaluation tools: questionnaires and interview guides
- Desk review list

ANNEX III. EVALUATION TOOLS: QUESTIONNAIRES AND INTERVIEW GUIDES

Field Interviews

A list of questions based on the evaluation criteria have been developed in the evaluation matrix. For each criterion, a series of evaluation questions have been developed which helped in assessing the overall project.

This section shows tailored evaluation questions targeted to specific groups of stakeholders during this evaluation exercise.

In this evaluation 3 categories of stakeholders were targeted:

| | Stakeholder Category | Subgroups |
|----|--------------------------------|--|
| 1. | UNCTAD Project Management Team | UNCTAD Addis Ababa Office |
| 2. | Country Beneficiaries | Government Officers, Civil Society, Private sector, RECS |
| 3. | Development Partners | AUC, ITAC, ECA |

Evaluation questions for UNCTAD Project Management Team

| RELEVANCE |
|--|
| Did the project design, choice of activities and deliverables properly reflect and address the primary development needs of the African countries, considering UNCTAD's mandates, and alignment with the objectives of the UNDA? |
| Is the project coherent with other similar initiatives? Are there duplications? |
| Were the actual activities and outputs of the project consistent with the overall goals and intended outcomes? |
| What is UNCTAD's comparative advantage in this area and to what extent did this project maximise it? |
| Has there been stakeholder participation in the design of the project? |
| Were M&E processes appropriate? |
| Were resource needs sufficient? |
| Were all stakeholders appropriately identified? |
| EFFECTIVENESS |
| To what extent have activities achieved, or are likely to achieve, planned objectives and outcomes as enunciated in the project document? |
| Is there evidence that the beneficiaries' knowledge, understanding and capacity to establish the CFTA and boost intra-African trade have been improved? Was there value addition to their existing capacity |
| How have the different activities complemented each other in the capacity building of the project beneficiaries? |
| What are the lessons learned or best practices for similar future interventions? |
| What were the participation levels? |
| Did all participants participating in the project have the right technical profile? |
| Were all activities duly reported and satisfaction surveys carried out |
| Were beneficiaries receptive to all activities and training organized? |

| |
|--|
| Were there any external factors which affected the project implementation? If Yes? How did management handle this situation? |
| Which countries have implemented changes at the national level? |
| Did the UNCTAD project management monitor the progress achieved at the beneficiary / country levels? |
| EFFICIENCY |
| Have project implementation modalities, and internal monitoring and control been adequate in ensuring the achievement of the expected outcomes in a timely and cost-effective manner? |
| Has the project leveraged in-house expertise, previous research and technical cooperation outcomes, existing databases, and other internal resources of UNCTAD and/or external collaboration from international development partners and mechanisms? |
| Has the project timeline been affected by possible constraints/problems? If so, how have these affected project objectives and have they been addressed in an appropriate manner? |
| How was the quality of day to day management of the project and what project management system was used? |
| How was the quality of information reporting managed, and the extent to which key stakeholders have been kept adequately informed of project activities? |
| Were the costs of the project justified by the results obtained? |
| How well was the technical assistance delivered and how was the quality of the document produced? |
| How were the results of the activities shared to other non-participating countries? |
| IMPACT |
| Any indication whether the objectives of the project been achieved in relation to increase of intra African trade? |
| Has any external factors helped or affected the project? |
| SUSTAINABILITY |
| Is there evidence that national counterparts and regional partners are committed to continue working towards the project objectives beyond the end of the project, are resources available? |
| Has the project design helped to ensure the sustainability of the project at national level? |
| Is there a strong sense of ownership? |
| GENDER AND HUMAN RIGHTS |
| To what extent the design and implementation of the project incorporated gender equality, and can evidence be identified in this regard? |
| How have the beneficiaries been sensitised on the gender dimension of trade policies and their impact on gender equality? |
| Ratio of M/F participants in the various activities and gender consideration in selection of participants |
| PARTNERSHIP AND SYNERGIES |
| How has the project advanced partnerships with national and regional counterparts, the civil society and/or the private sector? |
| How does the project fit into the overall UNCTAD strategy towards trade policy? |

Evaluation question for Beneficiaries

| |
|--|
| RELEVANCE |
| Did the project design, choice of activities and deliverables properly reflect and address the primary development needs of the African countries, considering UNCTAD's mandates, and alignment with the objectives of the UNDA? Is the project coherent with other similar initiatives? Are there duplications? |
| Were the actual activities and outputs of the project consistent with the overall goals and intended outcomes? |
| What is UNCTAD's comparative advantage in this area and to what extent did this project maximise it? |
| Has there been stakeholder participation in the design of the project? |
| Were all stakeholders appropriately identified? |
| EFFECTIVENESS |
| To what extent have activities achieved, or are likely to achieve, planned objectives and outcomes in relation to boosting intra Africa trade? |

| |
|--|
| To what extent are project beneficiaries satisfied with the activities organized by the project and the quality of the outputs? |
| How has beneficiaries' knowledge, understanding and capacity improved in view of establishing the CFTA? |
| Which countries have implemented changes at the national level? |
| Did the UNCTAD project management monitor the progress achieved at the beneficiary / country levels? |
| EFFICIENCY |
| Have project implementation modalities, and internal monitoring and control been adequate in ensuring the achievement of the expected outcomes in a timely and cost-effective manner? |
| How was the quality of information reporting managed, and the extent to which key stakeholders have been kept adequately informed of project activities? |
| Were the costs of the project justified by the results obtained? |
| How well was the technical assistance delivered and how was the quality of the document produced? |
| IMPACT |
| Any indication whether the objectives of the project been achieved in relation to increase of intra African trade? Has any external factors helped or affected the project? |
| SUSTAINABILITY |
| Is there evidence that national counterparts and regional partners are committed to continue working towards the project objectives beyond the end of the project, are resources available? Has the project design helped to ensure the sustainability of the project at national level? Is there a strong sense of ownership at national level? |
| GENDER AND HUMAN RIGHTS |
| To what extent the design and implementation of the project incorporated gender equality, and can evidence be identified in this regard? |
| How have the beneficiaries been sensitised on the gender dimension of trade policies and their impact on gender equality? |

Evaluation question for Development Partners

| |
|---|
| RELEVANCE |
| Did the project design, choice of activities and deliverables properly reflect and address the primary development needs of the African countries, considering UNCTAD's mandates, and alignment with the objectives of the UNDA? Is the project coherent with other similar initiatives? Are there duplications? |
| Were the actual activities and outputs of the project consistent with the overall goals and intended outcomes? |
| What is UNCTAD's comparative advantage in this area and to what extent did this project maximise it? |
| Did your organization participate in the design of the project? |
| EFFECTIVENESS |
| To what extent have activities achieved, or are likely to achieve, planned objectives and outcomes in relation to boosting intra Africa trade? |
| Any indication of the level of satisfaction at the beneficiary level with the activities organized by the project and the quality of the outputs? |
| Any feedback on beneficiaries' knowledge, understanding and capacity improvement in view of establishing the CFTA? |
| What are the lessons learned or best practices for similar future interventions? |
| EFFICIENCY |
| How well was the technical assistance delivered and how was the quality of the document produced? |
| IMPACT |
| Any indication whether the objectives of the project been achieved in relation to increase of intra African trade? Has any external factors helped or affected the project? |
| SUSTAINABILITY |
| Is there evidence that national counterparts and regional partners are committed to continue working towards the project objectives beyond the end of the project, are resources available? |
| GENDER AND HUMAN RIGHTS |

| |
|--|
| To what extent the design and implementation of the project incorporated gender equality, and can evidence be identified in this regard? |
| How have the beneficiaries been sensitised on the gender dimension of trade policies and their impact on gender equality? |
| PARTNERSHIP AND SYNERGIES |
| How has the project advanced partnerships with national and regional counterparts, the civil society and/or the private sector? |
| How does the project fit into the overall UNCTAD strategy towards trade policy? |

Online Interviews

English Questionnaire

1. Please identify yourself - I am a:

- National Government official
- Expert from an international organization
- A consultant contracted by the Project
- A private sector representative
- An academic sector representative
- An NGO or civil society representative
- Other (please specify): _____

2. In which activity organized by UNCTAD in the Context of the African Union Continental Free Trade Area did you participate?

- *Nairobi, Kenya, 24-28 August 2015*
- *Dakar, Senegal, 7-11 December 2015*
- *Accra 9-11 March 2016 - ECOWAS - UNCTAD*

3. How would you rate the quality of the inputs from UNCTAD for the above activity (Training, Capacity Building workshop / Consultation)?

- Poor
- Average
- Good
- Excellent

Please use the box below to share your specific comments on your choice

4. You consider that your knowledge/ skills in the subject area have improved as a result of participating in the above activities.

- strongly agree
- agree
- neither agree or disagree
- disagree
- strongly disagree
- not applicable

5. How have you used the knowledge/ skills gained from the training/ capacity building/ workshop provided by UNCTAD?

- Briefed my colleagues and/or supervisors
 - Conducted further research
 - Wrote a report to suggest follow-up on initiatives or action plans discussed in those activities
 - not yet
 - not applicable
- 6. Do you feel more skilled as a Negotiator in the context of the CFTA after having participated by the above activity/ies)?**
- No new skills learnt
 - Few new skills learnt
 - Several new skills learnt
 - Not applicable
- 7. How would you rate the quality of the papers/ training manuals produced by UNCTAD in relation to the above activity?**
- Poor
 - Average
 - Good
 - Excellent
- 8. Do you feel that in the project, UNCTAD's technical support, training workshops or documents produced have taken into consideration elements of human rights and/or gender?**
- 9. Do you feel that this kind of professional support by UNCTAD should be continued in the context of the CFTA?**
- No
 - Yes
- 10. Any general comments on the UNCTAD support in the context of the establishment of the African Union Continental Free Trade Area?**

French Questionnaire

1. Veuillez vous identifier SVP:

- Je suis un/une:
- Fonctionnaire du gouvernement national
- Expert/e d'une organisation internationale
- Un consultant engagé par le Projet
- Un/e représentant/e du secteur privé
- Un/e représentant/e du secteur universitaire
- Une ONG ou un/e représentant/e de la société civile

Autre (veuillez préciser): _____

2. Dans laquelle/lesquelles des activité/s organisée/s par la CNUCED dans le contexte de la zone continentale de libre-échange de l'Union africaine avez-vous participé ? (Plusieurs réponses possibles)

- Nairobi (Kenya), 24-28 août 2015 - Atelier de formation sur le commerce des services, Négociations pour les négociateurs de la Zone de Libre-Échange Continentale de l'Union Africaine
- Dakar, Sénégal, 7-11 décembre 2015 - Renforcement des capacités dans le commerce des services Négociations pour les négociateurs de la Zone de Libre-Échange Continentale de l'Union Africaine.
- Accra, Ghana 9-11 mars 2016 - Consultation des parties prenantes de la CEDEAO - CNUCED - GIZ pour élaborer une stratégie régionale pour les négociations du ZLEC.

3. Comment qualifieriez-vous la qualité des contributions de la CNUCED concernant l'activité/s susmentionnée/s (formation, atelier de renforcement des capacités / consultation)?

- Pauvre
- Moyenne
- Bien
- Excellente

S'il vous plaît utilisez la boîte ci-dessous pour partager vos commentaires spécifiques sur votre choix

4. Vous estimez que vos connaissances et vos compétences dans le domaine visé se sont améliorées en participant aux activités susmentionnées.

- tout à fait d'accord
- d'accord
- Ni d'accord ni en désaccord
- en désaccord
- Fortement en désaccord
- n'est pas applicable

5. Comment avez-vous utilisé les connaissances / compétences acquises lors de la formation / session renforcement des capacités / atelier offerts par la CNUCED?

- partagé mes collègues et / ou les superviseurs
- entrepris des recherches complémentaires
- rédigé un rapport pour suggérer un suivi des initiatives ou des plans d'action discutés dans ces activités
- pas encore
- n'est pas applicable

6. Vous sentez-vous plus qualifié en tant que Négociateur dans le contexte de la ZLEC après avoir participé aux activités ci-dessus?

- Aucune nouvelle compétence acquise
- Peu de nouvelles compétences acquises
- Plusieurs nouvelles compétences acquises
- N'est pas applicable

7. Comment qualifieriez-vous la qualité des documents / manuels de formation produits par la CNUCED dans le cadre de l'activité /des activités susmentionnée/s ?

- Pauvre
- Moyenne
- Bien
- Excellente

8. Pensez-vous que, dans le cadre du projet (l'appui technique, les ateliers de formation ou les documents produits par la CNUCED) des éléments relatifs aux droits de l'homme et / ou du genre ont été pris en considération ?

- Non
- Oui

Veillez préciser votre réponse

9. Pensez-vous que ce type de soutien professionnel de la CNUCED devrait être poursuivi dans le contexte de la ZLEC ?

- Non
- Oui

Observations générales sur l'appui de la CNUCED dans le contexte de la création de la Zone Libre-Echange Continentale de l'Union Africaine?

ANNEX IV. DESK REVIEW LIST

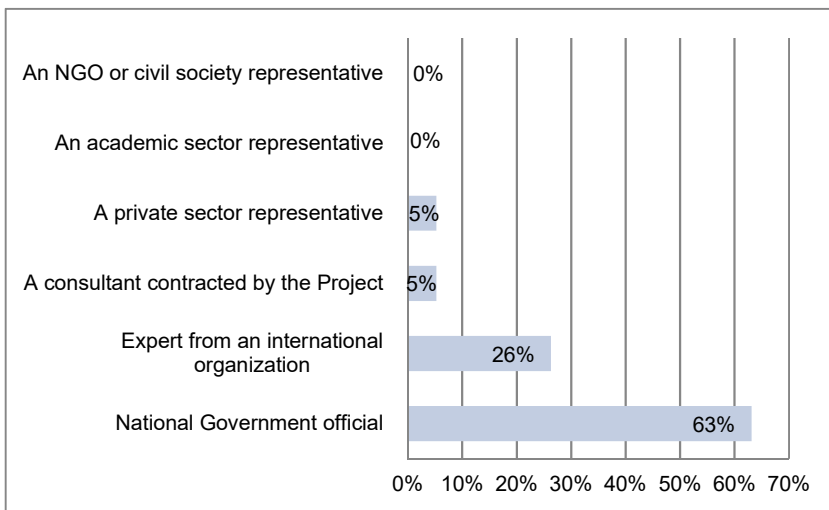
| | |
|----|--|
| 1 | Building the African Continental Free Trade Area: Some Suggestions on The Way Forward |
| 2 | Policy Brief: The Continental Free Trade Area: Making it Work for Africa - UNCTAD |
| 3 | African Continental Free Trade Area: Advancing Pan-African Integration: Some Considerations Tad/Web/Ditc/2016/5 |
| 4 | Elements of Modalities for The African Continental Free Trade Agreement Market Access Negotiations On Tariffs: Some Key Issues for Consideration |
| 5 | ECOWAS, Towards CFTA, Looking At CFTA with Statistical Lenses Edward Chisanga, UNCTAD Trade Negotiations, Commercial Diplomacy Branch |
| 6 | Capacity building in Trade in Services Negotiations for the African Union Continental Free Trade Agreement (CFTA) negotiators. Mission Report 7 to 11 December 2015 |
| 7 | Options and Considerations for Draft Modalities for the African Union Continental Free Trade Agreement Negotiations on Trade in Services: Lessons from the Frontline and the Back Office. Joy Kategekwa |
| 8 | Issues to Consider and Elements of Modalities for the CFTA Services Negotiations ECOWAS/UNCTAD/GIZ Stakeholder Consultations on the Development of a Regional Strategy for the CFTA Negotiations Accra, Ghana 9-11 March 2016 |
| 9 | Trade Performance of African Countries Bonapas Onguglo Trade and Environment Branch DITC |
| 10 | Report on the Training Workshop on Trade in Services Negotiations for African Union Continental Free Trade Area Negotiations, 24-28 August 2015, Nairobi, Kenya |
| 11 | African Continental Free Trade Area: Some Issues in Liberalizing Trade in Services Prepared for UNCTAD by Ms. Emily Mburu-Ndoria UNCTAD/DITC/2016/United Nations Publication |
| 12 | Elements of Modalities for CFTA Tariff Negotiations ECOWAS/UNCTAD Stakeholder Consultation on a CFTA Regional Strategy Accra, Ghana, 10 March 2016 |
| 13 | AFRICAN CONTINENTAL FREE TRADE AREA: Developing and Strengthening Regional Value Chains in Agricultural Commodities and Processed Food Products Prepared for UNCTAD by Ms. Emilie Dairon UNCTAD/WEB/DITC/2016/4 United Nations Publication Copyright©United Nations, 2016 |
| 14 | ECOWAS-UNCTAD-GIZ Stakeholder Consultation to Develop a Regional Strategy for the CFTA Negotiations, 9-11 March 2016 Mission Report |
| 15 | Capacity building in Trade in Services Negotiations for the African Union Continental Free Trade Agreement (CFTA) negotiators. Mission Report |
| 16 | Strengthening Capacities of African Countries in Boosting Intra-African Trade through Support for Establishing the African Continental Free Trade Area – DA FINAL REPORT EXTENDED 8TH TRANCHE DEVELOPMENT ACCOUNT PROJECT, Dec 2015 - Nov 2016 |
| 17 | Strengthening Capacities of African Countries in Boosting Intra-African Trade through Support for Establishing the African Continental Free Trade Area - ANNUAL PROGRESS REPORT |

| | |
|----|--|
| | EXTENDED 8TH TRANCHE DEVELOPMENT ACCOUNT PROJECT Jan - Dec 2015 |
| 18 | Strengthening Capacities of African Countries in Boosting Intra-African Trade through Support for Establishing the African Continental Free Trade Area - ANNUAL PROGRESS REPORT EXTENDED 8TH TRANCHE DEVELOPMENT ACCOUNT PROJECT Jan - Dec 2014 |
| 19 | TWN-Africa-UNECA Colloquium on the Continental Free Trade Area: Internal Challenges and External Threats and Civil Society Strategy Meeting on Advocacy Around Africa's Trade and Development Challenges, Accra, Ghana, 29 February - 3 March 2016 |

ANNEX V. RESULTS OF THE SURVEY

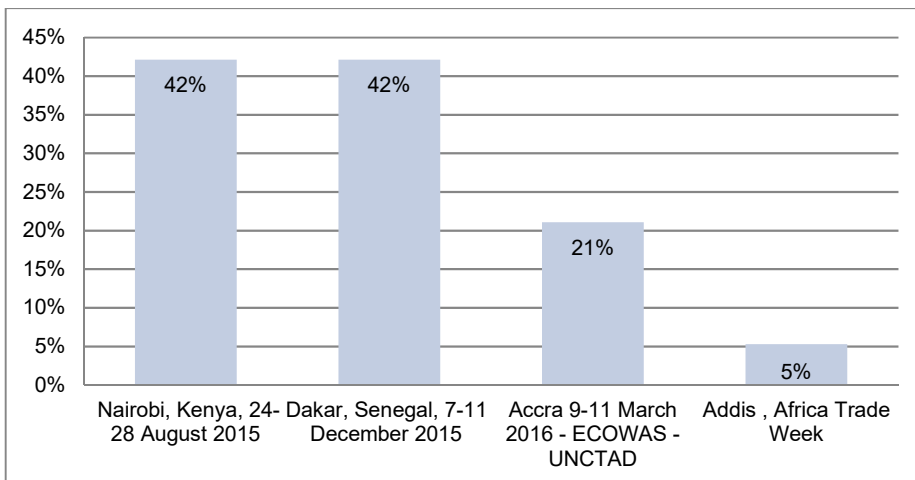
The rate of response from the survey was 14.8% on a population of 128 participants. English questionnaires were sent to 84 participants and French ones to 39 participants. The results are a combination of responses from the English and French version of the questionnaire.

Q1. Participant’s Profile



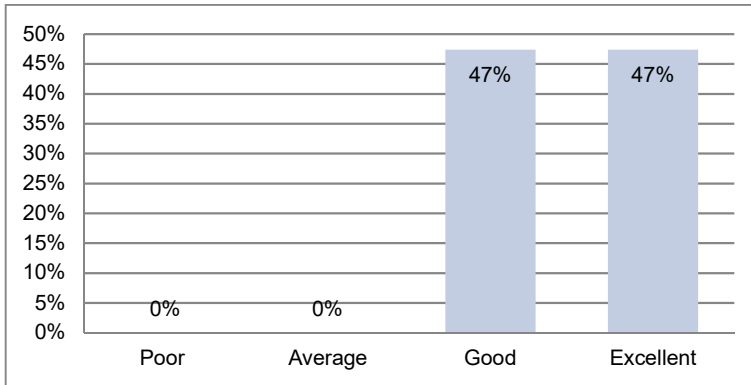
The profile of the participants shows that the majority of the respondents were government officials. An analysis of the complete list of participants confirms the above.

Q2. In which activity organized by UNCTAD in the Context of the African Union Continental Free Trade Area did you participate?



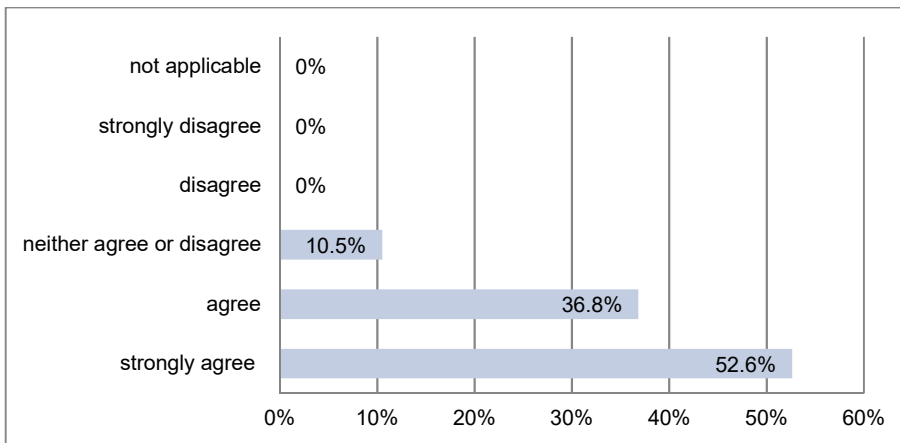
Most responses (42%) are from those who participated in both Anglophone (Nairobi) and the Francophones (Dakar) training sessions. It is to be noted that for this questions the respondents had the choice of indicating participation to one of more events.

Q3. How would you rate the quality of the inputs from UNCTAD for the above activity (Training, Capacity Building workshop / Consultation)?



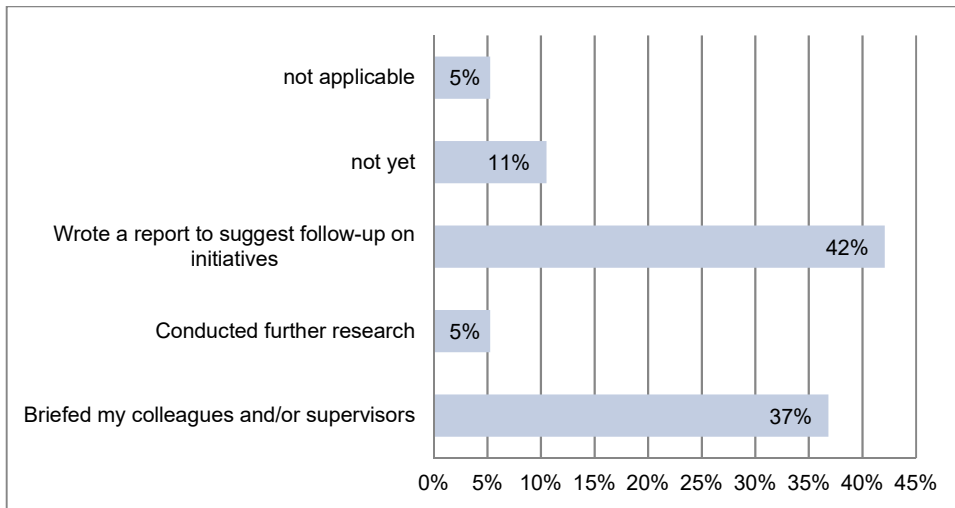
The above responses confirm that the high quality of the inputs from UNCTAD.

Q4. You consider that your knowledge/ skills in the subject area have improved as a result of participating in the above activities.



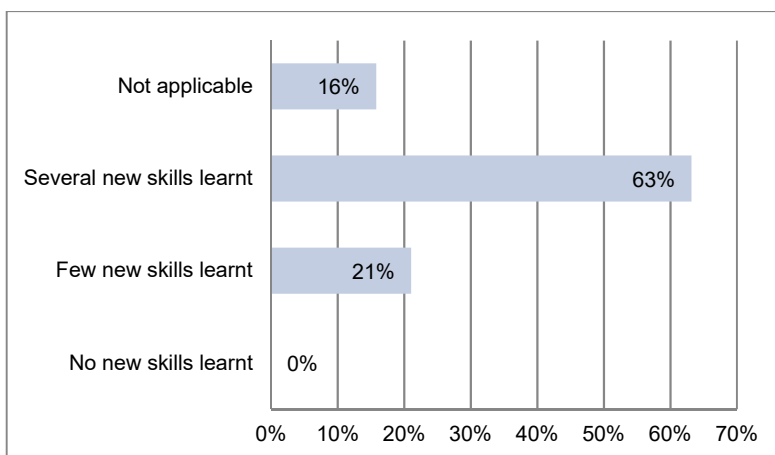
The above results show that 89.5% of the participants confirm and improvement in their knowledge and skills in the subject area following activities organized by UNCTAD.

Q5. How have you used the knowledge/ skills gained from the training/ capacity building/ workshop provided by UNCTAD?



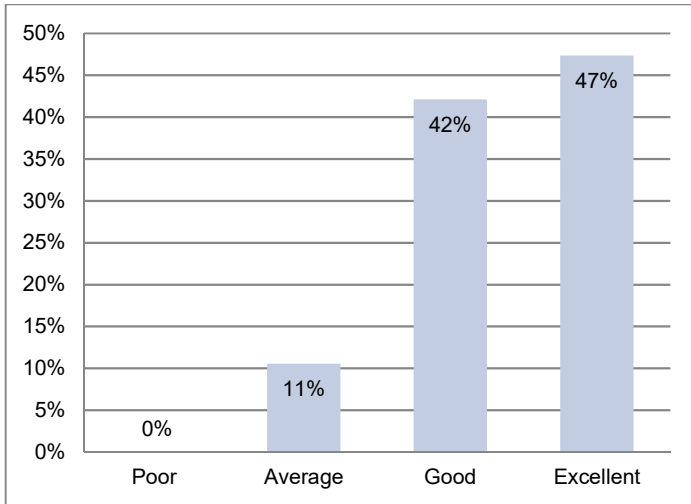
In the online survey, only 42% of the respondents indicated that they used the knowledge after the training session by making reports and suggested follow up sessions. 37% indicated that they briefed their colleagues which could also be an informal way of communicating their skills. None of comments from one to one interviews on this question mentions concrete action plans developed following their reporting.

Q6. Do you feel more skilled as a Negotiator in the context of the CFTA after having participated by the above activity/ies)?



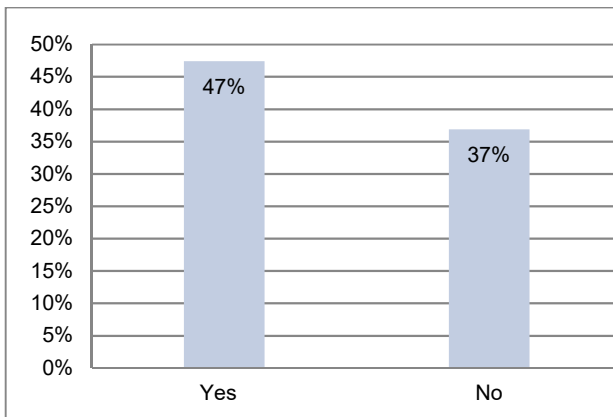
Most of the respondents indicated that several skills were learnt. One of the comments on this question indicated “*the workshop does not in any way guarantee skill acquisition. If any skill is to be acquired at all it is tacit skill acquired from participants coming from diverse background and experiences.*” This is a valid point as the demonstration of the skill acquired can only be proved during actual work sessions and negotiations.

Q7. How would you rate the quality of the papers/ training manuals produced by UNCTAD in relation to the above activity?



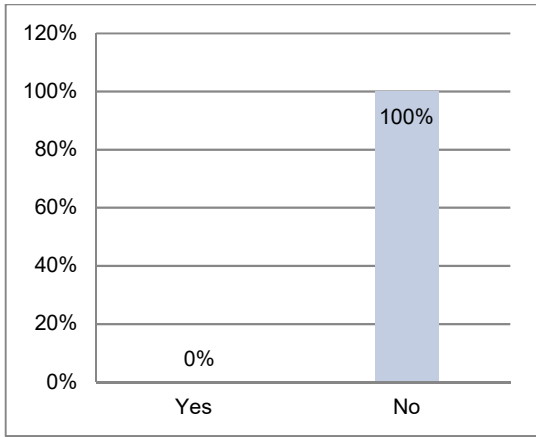
From the above graph 89% of the beneficiaries find that the quality of the papers/ training manuals produced by UNCTAD was good to excellent.

Q8. Do you feel that in the project, UNCTAD’s technical support, training workshops or documents produced have taken into consideration elements of human rights and/or gender?



The majority of the responses to this question shows that gender and human rights have been considered in this project although this represents less than 50% which might question whether participants have a deep understanding of the issues as these elements are embedded in the project design as well as the AU agenda 2063 and the UN Development Goals.

Q9. Do you feel that this kind of professional support by UNCTAD should be continued in the context of the CFTA?



There is no doubt that there is unanimity in the expectations for continued support from UNCTAD till the conclusion of the CFTA.

ANNEX V. LIST OF PERSONS CONTACTED DURING THE EVALUATION

Persons contacted during field Work

| Name | Organization | Country | Email | Type of engagement | Position |
|-----------------------------|---|-------------|--|----------------------------|--|
| Mr Bonapas Onguglo | UNCTAD - DITC | Switzerland | Bonapas.Onguglo@unctad.org | Interviews and Skype Calls | Head of the Trade Analysis Branch |
| Mr. Guillermo Valles | UNCTAD DITC | Switzerland | Through PA Josie.Maximo@unctad.org | Skype Call | Director |
| Ms Treasure Maphanga | AUC | Ethiopia | maphangaT@africa-union.org | Interview | Director Trade |
| Mr Babajide Sodipo | AUC | Ethiopia | sodipoB@africa-union.org | Interview | Adviser to Trade Commissioner |
| Mr Prudence Sebahizi | AUC | Ethiopia | sebahiziP@africa-union.org | Interview | CFTA lead Adviser |
| Mr David Luke | ECA | Ethiopia | david.luke@un.org | Interview | Head of ATPC |
| Mr Stephen Karingi | ECA | Ethiopia | stephen.karingi@un.org | Interview | Director |
| Ms Joy Kategekwa | UNCTAD | Ethiopia | joy.kategekwa@unctad.org | Interview | Head of the Office |
| Mr Frederick Y. Alipui | Ministry of Trade and Industry, Ghana | Ghana | alipui@gmail.com | Interview | Policy Advisor |
| Mr Sékou Falil Doumbouya | Adrican Trade and Sustainable Development | Guinea | Sekou.doumbouya@gmail.com | Interview | Partner |
| Mr. Chenjerai Chibaya | AUC - Trade and Industry | Ethiopia | chibayac@africa-union.org | Interview | Customs Expert - Regional Integration and Trade Facilitation |
| Peter Sewornoo | ECOWAS - Directorate of Trade | Nigeria | psewornoo@ecowas.int | Interview | Programme Officer - Trade Policy |
| Mrs Martine Julsaint Kidane | UNCTAD - DITC | Switzerland | kidane@unctad.org | Interview | Economic Affairs Officer |

| | | | | | |
|---------------------------|--|-------------|--|---------------|----------------------------|
| Ambassador Nathan Irumba | SEATINI | Uganda | nathirumba@yahoo.com | Interview | CEO |
| Francis Mangeni | Directorate Trade Customs and Monetary Affairs - COMESA | Zambia | francismangeni@gmail.com | Interview | Director |
| Mme Assome Aminata Diatta | Ministry of Trade, Informal Sector, Consumption, Promotion of local products and SMEs. | Senegal | aminataassome@yahoo.fr | Whatsapp Call | Director of External Trade |
| Professor Festus Farjana | UNECA | Nigeria | | Interview | Consultant |
| Mr Taisuke Ito | UNCTAD, DITC | Switzerland | taisuke.ito@unctad.org | Interview | Economic Affairs Officer |
| Anthony Kwasi nyame Baafi | Foreign Relations Ministry of Trade and Industry | Ghana | nyame_baafi@hotmail.com | Interview | Director |
| Mr Nelson Ndirandu | Economic and International Trade Directorate - Ministry of Trade and Industry | Kenya | nndirangu@mfa.go.ke | Interview | Director |

Persons contacted for the online survey

| | Name | Title - Institution | Country | Tel/Fax | Email |
|---|-------------------------------|---|----------|--|--|
| 1 | Ms. Johanah Lucy SEGOTLONG | Principal Trade Officer Departmental of International Trade Ministry of Trade and Industry Gaborone, Botswana | BOTSWANA | Tel.: +267 3685300 Mob.: +267 71353352 | jsegotlong@gov.bw , jsegotlong@yahoo.com |
| 2 | Mrs. Noha NOFAL MAHFOUZ NOFAL | Head of Communication , Distribution and Education | EGYPT | Tel.: +2 02 23421768 Mob.: +2 0100 6408 508 | n.mahfouz@tas.gov.eg noha78@gmail.com |

| | | | | | |
|----|------------------------------------|---|------------|---|--------------------------|
| | | Services Division Ministry of Trade and Industry Cairo | | | |
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ANNEX VI. LIST OF DOCUMENTS DISTRIBUTED AND POSTED ON VARIOUS WEBSITES

- The Continental Free Trade Area (CFTA) is the next major step in Africa's beneficial integration into the global economy: UNCTAD @MC10 Nairobi event on "CFTA: Making it work for Africa" (UNCTAD news, 21 December 2015)
- The Continental Free Trade Area: making it work for Africa (UNCTAD news, 15 December 2015). Re-issued by Commonwealth Secretariat as news (<http://thecommonwealth.org/media/news/ensuring-development-objectives-areheart-major-global-trade-talks>)
- Training workshop on trade in services negotiations for AU -CFTA concludes, 11 December 2015 (African Union Commission Press Release N°388/2015) (<http://www.au.int/en/pressreleases/19478/training-workshop-trade-servicesnegotiations-au-cfta-concludes>)
- Third African Organic Agriculture Conference, 5-9 October 2015 (<http://unctad.org/en/pages/MeetingDetails.aspx?meetingid=1034>)
- Report on the Training Workshop on Trade in Services Negotiations for African Union Continental Free Trade Area Negotiations, 24-28 August 2015, Nairobi, Kenya (<http://unctad.org/meetings/en/SessionalDocuments/ditc-ted-24082015-reportnairobi.pdf>) and 28 technical presentations made on various services issues can be accessed at <http://unctad.org/en/pages/MeetingDetails.aspx?meetingid=881>
- More than 50 African trade-in-services negotiators and officials trained under UNCTAD partnership with the African Union Commission (UNCTAD news, 3 September 2015)
- Training of African Union Services Trade Negotiators kicks off in Nairobi (UNCTAD news, 26 August 2015). This news item was also released as an African Union Commission Press Release N°196/2015 (http://ti.au.int/en/events/training-workshop-trade-servicesnegotiations-au-cfta-negotiators-24-28-august-2015-nairobi-k#anchor_files)
- Training Workshop on Trade in Services Negotiations for African Union Continental Free Trade Area Negotiators, Nairobi, 24-28 August 2015 (<http://unctad.org/en/pages/MeetingDetails.aspx?meetingid=881>)
- African Union Commission, Report of Meeting of Trade Experts 08 – 10 May 2015 (AU/TD/DS/TE/RE/01).

- African Continental Free Trade Area discussed and UNCTAD's suggestions presented (UNCTAD news, 19 May 2015). News was repeated in USAID East Africa Trade and Investment Hub, 20 May 2015 (http://www.eatradehub.org/african_continental_free_trade_area_discussed_and_unctad's_suggestions_presented)