



WASHINGTON CONSULTING CORPORATION

Evaluation of CIDA's Americas Branch Trade Program (BMI portion)  
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**FINAL REPORT**

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## ABBREVIATIONS AND ACRONYMS

BMI	Inter-American Program
BSE	Bovine spongiform encephalopathy
CAF	Andean Development Corporation
CARICOM	Caribbean Community
CATRITA	Canada-Americas Trade-Related Technical Assistance Program
CBSA	Canada Border Services Agency
CCBPA	Customs Capacity Building Project in the Americas
CDPF	Country Development Programming Framework
CEA	Canadian Executing Agency
CIDA	Canadian International Development Agency
CGSE	Consultative Group on Smaller Economies
CROSQ	CARICOM Regional Organisation for Standards and Quality
CTRC	Caribbean Trade Reference Centre
DSD	Department of Sustainable Development
EA	Executing Agency
ECLAC	Economic Commission for Latin America and the Caribbean
FTA	Free trade agreement
FTAA	Free Trade Area of the Americas
GTZ	German Agency for Technical Co-operation
HCP	Hemispheric Cooperation Program
HRSDC	Human Resources and Social Development Canada
IDB	Inter-American Development Bank
IDRC	International Development Research Centre
ITC	International Trade Centre
LAC	Latin America and the Caribbean
LFA	Logical Framework Analysis
MITP	Masters in International Trade Policy
NGO	Non-governmental organisation
NTCBS	National trade capacity building strategy
OAS	Organisation of American States
OECD	Organisation for Economic Co-operation and Development
OECS	Organisation of Eastern Caribbean States
PES	Payment for ecological services
PRSP	Poverty Reduction Strategy Paper
RBM	Results-based management
SAT	Superintendencia de Administración Tributaria
SPS	Sanitary and phytosanitary measures
ToRs	Terms of Reference
TRCB	Trade-related capacity building
TRTA	Trade-related technical assistance
TRTA/CB	Trade-related technical assistance and capacity building
TVET	Technical and Vocational Education and Training
UNCITRAL	United Nations Commission on International Trade Law
UNCTAD	United Nations Conference on Trade and Development
USAID	United States Agency for International Development
UWI	University of the West Indies
WCO	World Customs Organization
WIPO	World Intellectual Property Organisation
WTO	World Trade Organisation

## EXECUTIVE SUMMARY

### Context of the Program and of the Evaluation

Le Groupe-conseil baastel ltée and Washington Consulting Corporation were commissioned by the Canadian International Development Agency (CIDA) to conduct the evaluation of its Trade-related Technical Assistance and Capacity Building (TRTA/CB) program. The evaluation process was managed by the Inter-American Development Bank (IDB). TRTA/CB program was funded by CIDA's Americas Branch, more specifically the subset of activities handled by the Inter-American Program (BMI).

The program was first conceived with the main purpose of assisting the participating governments' response to challenges in the context of the Free Trade Area of the Americas (FTAA), as well as other regional and bilateral Free Trade Agreements (FTA). As stated in the Memorandum to the Minister dated May 12, 2003, its expected outcome consists of *increased analytical capacities regarding trade opportunities and challenges used as a basis to develop trade-related policies and capacities.*

The total budget of the trade program managed by BMI was CAD\$18.7 million. The program supported TRTA/CB activities on a hemispheric scale that spans several countries in sub-regions of South America, Central America, and the Caribbean.

The program activities were carried out through partnerships with six Executing Agencies (EA) and are divided into 8 components: the IDB, *IDB-Canada Trade Fund*; the Economic Commission for Latin America and the Caribbean (ECLAC), *Trade-related Technical Assistance & Capacity Building*; the Organisation of American States (OAS), *Support to OAS Trade Unit for TRTA, Trade Unit Phase 3, Trade and Environment in the Americas*; the Canada Border Services Agency (CBSA), *Customs Capacity Building in the Americas*; the Labour Branch of Human Resources and Social Development Canada (HRSDC), *Trade and Labour in the Americas*; and TDV Global Inc *SPS Assistance in the Americas.*

The overall objective of this evaluation was to increase the effectiveness of future CIDA TRTA/CB projects by providing elements for a new trade program and an optimal strategy to deal with trade-related cooperation with developing countries, by means of lessons learned.

### Methodology

The evaluation focused on identifying potential achievements, successes and challenges, in view of drawing lessons learned and that corrective measures may be introduced in the design and delivery of future TRTA/CB assistance, notably the recently-launched Canada-Americas Trade-Related Technical Assistance Program (CATRTA). The evaluation was to cover six areas, namely: appropriateness of program design; performance and cost-effectiveness; achievement of results; sustainability; overall program management; and cross-cutting issues, namely gender equality and environment.

Following the document and literature review, the evaluation team conducted interviews with key stakeholders in the United States and Canada, and field visits to program locations in selected countries—Barbados, Colombia, Costa Rica, Guatemala, Panama, Peru, and St. Lucia.

### Main Findings

#### **Relevance and Appropriateness of Design**

In a general sense, the demand-driven nature of the TRTA/CB Program has contributed to ensure its relevance. Projects and initiatives designed jointly with local partners were based on prior assessments of needs and demands, and, in some cases, featured solid diagnostic procedures to better adapt activities to the

regional and/or national contexts. The designs of many projects also allowed for adaptation of activities to changing trade needs over time.

During the design and implementation stages of TRTA/CB projects, participation of national and sub-national agencies, universities, private sector companies and other civil society organisations was generally strong. This, amongst other positive results, allowed tailoring of regional seminars and/or workshops to reflect local particularities. Also, coordination with other projects, donors and Executing Agencies has been sufficient to avoid overlap of activities, although some cases of duplication with other donors' initiatives have been reported.

Some EAs faced administrative challenges, notably, problems in producing adequate and timely progress and financial reporting which caused delays in implementation, and impacted on achievement of results. At the program level, coordination of EAs' activities was not systematically planned, which did not contribute to encourage systematic knowledge exchange amongst EAs.

### ***Performance and Cost-Effectiveness***

To ensure that the projects yielded positive results, the EAs communicated with the field through field offices and/or national focal points. This strategy proved to be quite effective.

Also, numerous and diverse situations were observed in which the EAs' projects resulted in the leveraging of new funds and possibilities for the beneficiary institutions and countries which rendered the projects all the more resourceful.

Generally speaking, the projects produced interesting results with fairly modest budgets by using the strategy, amongst others, of complementing expertise with local and international experts' knowledge.

As for the financial reports of the EAs, they suggests that the type, quality and timeliness of financial management systems and tools were generally in line with what one would expect from prominent agencies and organisations.

### ***Achievement of Results***

Most of the projects analysed produced significant outputs and outcomes.

One of the main achievements of the program has been to strengthen the capacity of the targeted governments to negotiate, implement and administer trade agreements in the LAC region. The same can be said about their capacity to formulate trade policies, their awareness to trade policy issues and their impact having been enhanced.

The program has also been instrumental in the creation of a favourable environment for a critical dialogue to be initiated between the relevant stakeholders.

### ***Sustainability***

In general terms, the EAs have successfully created and transmitted sustainable knowledge and know-how to the participants by engaging in relationships built on trust with local institutions. Sustainability has also been encouraged by the creation of regional networks between beneficiary countries which contributes to the continuous update of trade-related information databases and the conservation of institutional memory in the area of expertise. Horizontal cooperation between LAC countries has also made possible the exchange of acquired knowledge and the design of well-adapted and long-lasting technical assistance and capacity building.

Throughout implementation, some projects had to manage the loss of institutional memory (inside the public institutions and/or to the private sector) and international “brain drain”. Since the projects were usually composed of small-size and dispersed initiatives, many EAs multiplied linkages of activities and promoted cross-fertilization between some initiatives, which contributed to sustainability of results.

### **Overall Program Management**

Human and financial resources management was generally rated positively by stakeholders. As well, strategies were developed by EAs to mitigate political, institutional, and operational risks, which are often the source of management problems. However, risk management was inconsistently reported to CIDA by the EAs. In fact, generally speaking, RBM principles and practices were not systematically applied during reporting and monitoring.

### **Cross-Cutting Themes**

In general terms, analysis and integration of gender equality issues represent a challenge in the trade sector. Some EAs indeed faced difficulties to integrate gender equality and environmental issues in the projects’ designs. Some EAs however managed to conduct thorough studies to determine if integration of cross-cutting issues was feasible.

Notwithstanding the latter challenge, active participation of women in the projects’ activities was generally observed. Women in fact, in particular in Central America and the Caribbean, often outnumbered men in capacity development activities.

Thanks in particular to one clearly earmarked component of the program, awareness on the relation between trade and environment has been enhanced.

### **Main Recommendations**

#### **Addressed at CIDA**

- That CIDA adopt a more proactive role by sharing lessons learned and maintaining constant communications and cross-fertilisation between initiatives carried out by the partners;
- That CIDA devise and adopt for the program a simple, standard results-based design, planning, management, reporting, monitoring and evaluation toolbox to ensure that results are correctly and adequately defined, along with proper indicators at the program level and at the level of individual projects;
- That CIDA develop a clear communications strategy to properly circulate the objectives and expected results of the program among all parties.

#### **Addressed at EAs**

- That the project-level EAs develop a simple and effective communications strategy, and convey clearly the origin of their funds to the beneficiaries;
- That the project-level EAs support the structuring or strengthening of trade cooperation units within the ministries responsible for TRTA/CB.

#### **Recommendations regarding Programming Themes and Areas**

- CIDA should ensure that CATRTA projects are coherent and integrated within key global orientations at the national and regional levels in the targeted areas, therefore that projects selected



through the CATRTA program be closely aligned with the PRSP (Poverty Reduction Strategy Paper) and CDPF (Country Development Programming Framework);

- CIDA should ensure that complementarities between the CATRTA and other major relevant CIDA (and other donors) initiatives in the region such as the recently approved CSR Andean Regional Initiative (related to the extractive sector) and the Technical and Vocational Education and Training (TVET) for example are systematically analysed and encouraged;
- That CIDA pursue or renew the channels of collaboration and coordination for TRTA/CB activities in the region with the multilateral organisations in Washington. For example, CIDA may notably capitalize on IDB's ability to mobilize lending resources for capacity building in addition to grant resources.
- That a spending cap be established for each country when working in a regional context with more than one country, and when using demand-driven processes to select projects. The establishment of a cap (as was the case with the rapid response projects) forces the most energetic countries and institutions to select proposals wisely, and gives more time to the least-prepared countries and institutions to put together more proposals and/or proposals of better quality;
- That wherever possible, the EAs continue using local and regional experts to deliver training and technical assistance, in order to use local and regional knowledge as a basis for improving the sustainability of results;
- That the EAs maintain their efforts to support governments in incorporating civil society in trade policy-making and trade development initiatives;
- That further support be granted for the identification of the countries' needs, as was done in Peru, in order to enhance the relevance and appropriateness of project design, enhance the effectiveness of aid, avoid overlapping, and facilitate the conduct of sound evaluations, in support of future activities. To this end, it would be useful to support the structuring or strengthening of trade cooperation units, within ministries of trade or other entities responsible for TRTA/CB;
- That the representatives from entities involved in trade be given even more opportunities to participate in the design and implementation stages of projects;
- That EAs improve communication with key officers in different entities, through field staff or national focal points, while maintaining political contacts with top-ranked officers in the various ministries. The continuity of projects in a country is ensured by exercising political leverage with this country's authorities. While it did not resolve all problems, such a tactic has yielded very good results with respect to sustainability;
- That, as suggested by several countries consulted in the evaluation, trainees be encouraged to become trainers and to imprint an institutional memory of activities in which they take part, in an effort to mitigate the impact of staff turnover and retain the knowledge acquired in learning activities. (For instance, Panama has decided to ask officials to report in writing on their training and to organize in-house sessions to disseminate their newly-acquired knowledge.)

## SOMMAIRE

### Contexte du programme et de l'évaluation

L'Agence canadienne de développement international (ACDI) a confié au Groupe-conseil baastel ltée et à la Washington Consulting Corporation le mandat d'effectuer une évaluation de son programme d'assistance technique et de renforcement des capacités liés au commerce (ATRCC). Le processus d'évaluation était géré par la Banque interaméricaine de développement (BID). Le programme d'ATRCC était financé par la Direction générale des Amériques de l'ACDI, tout spécialement le sous-ensemble d'activités traitées par le Programme interaméricain (BMI).

Le programme a d'abord été conçu pour aider les gouvernements participants à réagir aux défis à relever dans le contexte de la Zone de libre-échange des Amériques (ZLEA) et à d'autres accords de libre-échange (ALE) régionaux et bilatéraux. Tel que mentionné dans le mémoire au ministre daté du 12 mai 2003, l'effet attendu était le *renforcement des capacités d'analyse au sujet des débouchés commerciaux et des défis servant de fondement à l'élaboration des politiques et au renforcement des capacités liés au commerce.*

Le budget total du programme commercial géré par BMI était de 18,7 millions de dollars canadiens. Le programme appuyait des activités d'ATRCC à l'échelle de l'hémisphère qui englobent plusieurs pays des sous-régions de l'Amérique du Sud, de l'Amérique Centrale et des Antilles.

Les activités du programme ont été réalisées grâce à des partenariats avec six agences d'exécution (AE) et se divisent en huit volets : BID, *Fonds de commerce du Canada–BID*; Commission économique pour l'Amérique latine et les Caraïbes (CEPAL), *assistance technique et renforcement des capacités liés au commerce*; Organisation des États américains (OEA), *soutien de l'Unité du commerce de l'OEA en assistance technique liée au commerce, Unité du commerce – phase 3, Commerce et environnement dans les Amériques*; Agence des services frontaliers du Canada (ASFC), *renforcement de la capacité des douanes dans les Amériques*; Direction générale du travail de Ressources humaines et Développement social Canada (RHDSO), *Commerce et travail dans les Amériques*, et *aide dans les mesures sanitaires et phytosanitaires dans les Amériques* de TDV Global Inc.

Le but général de l'évaluation était d'améliorer l'efficacité des futurs projets d'ATRCC en fournissant les éléments d'un nouveau programme commercial et une stratégie optimale pour assurer la coopération à vocation commerciale avec les pays en développement, au moyen des leçons apprises.

### Méthodologie

Lors de l'évaluation, l'équipe a tâché de déterminer les réalisations, succès et défis éventuels de manière à pouvoir tirer des leçons et instaurer des mesures correctrices pendant la conception et la prestation futures d'ATRCC, notamment le tout nouveau Programme Canada-Amériques d'assistance technique liée au commerce (PCAATC). L'évaluation devait porter sur six domaines, soit : l'à-propos de la conception du programme; le rendement et la rentabilité; l'atteinte des résultats; la durabilité; la gestion générale du programme; et des questions de portée générale, notamment l'égalité entre les genres et l'environnement.

Après l'analyse documentaire, l'équipe d'évaluation a organisé des entrevues avec des intervenants clés des États-Unis et du Canada, de même que des visites sur le terrain dans les sites du programme des pays sélectionnés : la Barbade, la Colombie, le Costa Rica, le Guatemala, le Panama, le Pérou et Sainte-Lucie.

## **Principaux constats**

### ***Pertinence de la conception***

Dans l'ensemble, la nature du programme d'ATRCC, qui est régie par la demande, en a assuré la pertinence. Les projets et initiatives conçus avec les partenaires locaux reposaient sur des évaluations antérieures des besoins et des exigences et, dans certains cas, comportaient des procédures diagnostiques solides pour mieux adapter les activités au contexte régional ou national. La conception de nombreux projets a également permis d'adapter les activités aux besoins commerciaux en pleine évolution au fil du temps.

Pendant les étapes de conception et de mise en œuvre des projets d'ATRCC, la participation des agences nationales et infranationales, des universités, d'entreprises du secteur privé et d'autres organisations de la société civile a été généralement forte, ce qui, entre autres résultats positifs, a permis d'ajuster les séminaires ou les ateliers régionaux en fonction des particularités locales. En outre, la coordination avec d'autres projets, donateurs et agences d'exécution a été suffisante pour éviter le chevauchement des activités, bien que certains cas de dédoublement avec des initiatives d'autres donateurs aient été signalés.

Certaines AE ont dû relever des défis administratifs, notamment des problèmes liés à la production de rapports financiers et de rapports d'étape suffisants et en temps opportun, ce qui a retardé la mise en œuvre et s'est répercuté sur l'atteinte des résultats. Au niveau du programme, la coordination des activités des AE n'était pas planifiée systématiquement, ce qui n'a pas favorisé l'échange systématique de connaissances entre les AE.

### ***Rendement et rentabilité***

Pour que les projets donnent des résultats positifs, les AE ont communiqué avec le terrain par l'entremise des bureaux régionaux ou des agents de liaison nationaux. Cette stratégie s'est avérée être assez efficace.

Par ailleurs, plusieurs situations variées ont été observées où les projets des EA avaient créé de nouveaux fonds et de nouvelles possibilités pour les institutions et les pays bénéficiaires, ce qui a rendu les projets encore plus ingénieux.

En général, les projets ont donné des résultats intéressants avec des budgets assez modestes en ayant recours, entre autres choses, à une stratégie misant sur l'expertise, couplée aux connaissances des experts locaux et internationaux.

Pour leur part, les rapports financiers des AE laissent entendre que le type, la qualité et l'actualité des systèmes et outils de gestion financière étaient généralement conformes à ce qu'on aurait pu attendre d'agences et d'organisations bien en vue.

### ***Atteinte des résultats***

La plupart des projets analysés ont donné des extrants et des résultats positifs. L'une des principales réalisations du programme a été le renforcement de la capacité des gouvernements cibles à négocier, instaurer et appliquer des accords commerciaux dans la région de l'Amérique latine et des Antilles.

On peut en dire autant de leur capacité à formuler des politiques, car leur sensibilisation aux questions stratégiques et à leur incidence s'est renforcée.

Le programme a également été essentiel à la création de l'environnement propice au dialogue critique nécessaire entre les intervenants pertinents.

### ***Durabilité***

De façon générale, les AE ont réussi à créer et à transmettre des connaissances durables et leur savoir-faire aux participants en établissant des relations de confiance avec les institutions locales. La durabilité a aussi été favorisée par la création de réseaux régionaux entre les pays bénéficiaires, ce qui a aidé à constamment mettre à jour les bases de données sur le commerce et à conserver la mémoire institutionnelle dans le domaine d'expertise. De plus, la coopération horizontale entre les pays de la région a permis l'échange des connaissances acquises et la conception d'une assistance technique et du renforcement des capacités bien adaptés et à long terme.

Pendant la mise en œuvre, certains projets ont dû gérer la perte de mémoire institutionnelle (à l'intérieur des institutions publiques ou en faveur du secteur privé) et l'« exode des cerveaux » à l'échelle internationale. Puisque les projets se composaient habituellement d'initiatives dispersées et de petite envergure, de nombreuses AE ont multiplié les liens entre les activités et préconisé l'enrichissement mutuel entre certaines initiatives, ce qui a renforcé la durabilité des résultats.

### ***Gestion générale du programme***

Les intervenants ont en général accordé une note positive à la gestion des ressources humaines et financières. De plus, les AE ont élaboré des stratégies afin d'atténuer les risques politiques, institutionnels et opérationnels, qui sont souvent à l'origine des problèmes de gestion. Or, les AE n'ont pas rendu compte à l'ACDI de la gestion du risque de manière uniforme. En fait, dans l'ensemble, les principes et pratiques de la GAR n'ont pas été appliqués de façon systématique pendant la présentation de rapports et le suivi.

### ***Questions de portée générale***

En règle générale, l'analyse et l'intégration des questions liées à l'égalité entre les genres constituent un défi dans le secteur du commerce. Certaines AE ont bel et bien éprouvé de la difficulté à intégrer les questions touchant l'environnement et l'égalité entre les genres dans la conception des projets. Néanmoins, certaines ont réussi à effectuer des études approfondies pour déterminer si l'intégration de questions de portée générale était possible.

Malgré ce défi, la participation active des femmes aux activités des projets a été soulignée. Souvent, tout particulièrement en Amérique Centrale et dans les Antilles, les femmes étaient plus nombreuses que les hommes lors des activités de renforcement des capacités.

La sensibilisation à la relation entre le commerce et l'environnement s'est améliorée notamment grâce à l'un des volets clairement distinctifs du programme.

### **Principales recommandations**

#### **À l'intention de l'ACDI**

- Que l'ACDI adopte un rôle plus proactif en faisant connaître les leçons apprises, en entretenant des communications constantes et en favorisant l'enrichissement mutuel entre les initiatives réalisées par les partenaires;
- que l'ACDI conçoive et adopte, pour le programme, une trousse d'outils simple, standard et fondée sur des résultats pour la conception, la planification, la gestion, la présentation de rapports, le suivi et l'évaluation de telle sorte que les résultats soient définis avec exactitude, tout comme des indicateurs appropriés au niveau du programme et de chaque projet;
- que l'ACDI élabore une stratégie de communication claire pour bien transmettre les objectifs et les résultats attendus du programme à toutes les parties.

#### **À l'intention des AE**

- Que les AE au niveau des projets élaborent une stratégie de communication simple et efficace et qu'elles dévoilent clairement l'origine de leurs fonds aux bénéficiaires;

- que les AE au niveau des projets appuient la structuration ou le renforcement des unités de coopération commerciale dans les ministères responsables de l'ATRCC.

### **Recommandations relatives aux thèmes et secteurs**

- Que l'ACDI fasse en sorte que les projets du PCAATC soient cohérents et intégrés dans les grandes orientations mondiales aux niveaux nationaux et régionaux dans les domaines cibles; par conséquent, que des projets sélectionnés au moyen du PCAATC s'harmonisent avec le DSRP (Document de stratégie pour la réduction de la pauvreté) et le CPP (cadre de programmation-pays);
- que l'ACDI veuille à ce que les complémentarités entre le PCAATC et d'autres initiatives importantes et pertinentes de l'Agence (et d'autres donateurs) dans la région, comme l'initiative régionale andine de la RSE qui vient d'être approuvée (dans le secteur de l'extraction) et la formation professionnelle et technique (FPT), soient systématiquement analysées et favorisées;
- que l'ACDI cherche les canaux de collaboration et de coordination des activités d'ATRCC dans la région avec les organisations multilatérales à Washington ou qu'elle les renouvelle; par exemple, elle pourrait miser sur la capacité de la BID de mobiliser des prêts pour renforcer sa capacité et octroyer des ressources;
- qu'un plafond des dépenses soit établi pour chaque pays au moment de travailler dans un contexte régional avec plus d'un pays et d'utiliser des processus régis par la demande pour sélectionner des projets; l'établissement d'un plafond (comme lors des projets d'intervention rapide) oblige les institutions et les pays les plus dynamiques à choisir les propositions de manière avisée et donne aux institutions et aux pays moins bien préparés plus de temps pour réunir plus de propositions ou des propositions de meilleure qualité;
- dans la mesure du possible, que les AE continuent d'avoir recours aux services d'experts locaux et régionaux afin de donner la formation, d'apporter une assistance technique et de profiter des connaissances locales et régionales nécessaires pour améliorer la durabilité des résultats;
- que les AE continuent d'appuyer les gouvernements afin qu'ils laissent participer la société civile aux initiatives d'expansion du commerce et d'élaboration des politiques commerciales;
- qu'une aide supplémentaire soit accordée pour déterminer les besoins des pays, comme on l'a fait au Pérou, afin d'améliorer la pertinence et l'à-propos de la conception des projets, de renforcer l'efficacité de l'aide, d'éviter les chevauchements et de favoriser la réalisation d'évaluations sensées, qui appuient les futures activités; pour ce faire, il serait utile d'appuyer la structuration ou le renforcement des unités de coopération commerciale, dans les ministères responsables du commerce ou d'autres entités chargées de l'ATRCC;
- que les représentants des entités qui s'occupent du commerce aient encore plus d'occasions de prendre part aux étapes de conception et de mise en œuvre des projets;
- que les AE améliorent la communication avec les principaux dirigeants des diverses entités, grâce au personnel sur le terrain ou aux agents de liaison nationaux, tout en entretenant des rapports politiques avec les dirigeants supérieurs des divers ministères; la continuité des projets dans un pays est assurée en exerçant une influence politique sur les autorités de ce pays; bien que cela ne règle pas tous les problèmes, ce genre de tactique a donné de très bons résultats en ce qui concerne la durabilité;
- que, comme l'ont suggéré plusieurs pays consultés pendant l'évaluation, les stagiaires soient incités à devenir des formateurs et à imprimer la mémoire institutionnelle des activités auxquelles ils prennent part, afin de réduire l'impact du roulement du personnel et de retenir les connaissances acquises pendant les activités d'apprentissage (par exemple, le Panama a décidé de demander à des représentants officiels de rendre compte, par écrit, de leur formation et d'organiser des séances internes pour diffuser leurs connaissances nouvellement acquises).



## 1. INTRODUCTION

This report communicates the findings and recommendations of an evaluation that was conducted by a team of three consultants, working on behalf of the Inter-American Development Bank (IDB) and the Canadian International Development Agency (CIDA). The evaluation focused on trade-related technical assistance and capacity building (TRTA/CB)<sup>1</sup> activities entailed in the Trade Program funded by CIDA's Americas Branch, more specifically the subset of activities handled by the Inter-American Program (BMI) within this Branch.

This chapter provides general information on the Americas Branch Trade Program, describes the work carried out by the evaluation team, and explains how the contents of the report are laid out.

### 1.1 Overview of the Americas Branch Trade Program

#### 1.1.1 Program Context

In recent years, TRTA/CB activities have gained in importance to support developing countries so they can implement the rules set out by the World Trade Organisation (WTO) and adjust their economies to reap the benefits of liberalisation. Bilateralism and regionalism are also providing an additional incentive for donors—both bilateral and multilateral—to help smaller economies acquire the trade-related skills, knowledge and infrastructure they need to succeed in the world trading environment. In the Americas, the Free Trade Area of the Americas (FTAA) negotiations before and, more recently, the ongoing negotiations of North-South and South-South agreements have underscored the need to expand technical assistance and capacity building programs.

#### 1.1.2 Program Description

Through CIDA, the Canadian government has been providing developmental and humanitarian assistance to Latin America and the Caribbean (LAC) for over thirty years. In 2003, CIDA's Americas Branch established a new trade program in order to respond to the TRTA/CB needs of countries in the hemisphere, with respect to the FTAA and other regional or bilateral free trade agreements (FTAs), all the while supporting Canada's commitments in its own FTA agreements.

The Americas Branch Trade Program targeted smaller economies. It was first conceived with the main purpose of assisting the participating governments' response to challenges in the context of the FTAA, as well as other regional and bilateral FTAs. As stated in the Memorandum to the Minister dated May 12, 2003, its expected outcome consisted in *increased analytical capacities regarding trade opportunities and challenges used as a basis to develop trade-related policies and capacities*. Both the established purpose and the outcome fell under several of CIDA's key agency results, including equitable economic growth, improved governance structures, and building institutional capacity in partner countries.<sup>2</sup>

The total budget of the TRTA program was estimated at Can\$23.2 million. Within the Branch, Can\$4.5 million has been managed by the Commonwealth Caribbean Division, whereas Can\$18.7 million has been handled by BMI. The BMI portion of the program supports TRTA/CB activities on a hemispheric scale that spans several countries—if not several sub-regions of South America, Central America, and the Caribbean.

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<sup>1</sup> This evaluation will systematically refer to TRTA/CB rather than "trade-related capacity building" (TRCB), the latter being a broader, more encompassing concept than "trade-related technical assistance" (TRTA). In comparison, "technical assistance" generally refers to a more focused form of short-term assistance.

<sup>2</sup> CIDA (2003). *CIDA Support for Canada's Commitment under the Free Trade Agreement of the Americas (FTAA)*. Memorandum for the Minister. May 12, 2003.

Program activities are carried out through partnerships with six Executing Agencies<sup>3</sup> (EAs). These include:

- *Three multilateral organisations* – the IDB, the Economic Commission for Latin America and the Caribbean (ECLAC) and the Organisation of American States (OAS);
- *Two Canadian federal government agencies* – the Canada Border Services Agency (CBSA) and the Labour Branch of Human Resources and Social Development Canada (HRSDC);
- *One Canadian private firm* – TDV Global Inc.

The Americas Branch Trade Program has eight “components,” each featuring a number of distinct “projects.”<sup>4</sup> These eight components were specifically designed to address short- and medium-term needs, using various channels, by building the capacity of small economies to negotiate and implement trade agreements. Table 1 summarises the key features of the program’s components.

In order to properly frame CIDA’s development intervention, the following definition of TRTA/CB is proposed:

“Activities that create the necessary skills and capacities among government, private sector and civil society actors to enable them to work together to analyze, formulate and implement trade policy; to build trade related institutions; to engage in trade and to supply international markets; to negotiate and implement trade agreements; and to address the need for transitional adjustment measures for sectors and groups of people affected by trade reform.”<sup>5</sup>

One has to consider that TRTA is an evolving concept among members of the international community, and that various definitions can be found. However, based on the nature and extent of the interventions deployed in the context of this program, the above definition appears to be quite appropriate and relevant.

### ***The HCP and Tripartite Committee***

The Hemispheric Cooperation Program (HCP) was presented and approved at the FTAA Quito Ministerial Meeting, November 2002; its objective was to “strengthen the capacities of those countries seeking assistance to participate in the negotiations, to implement their trade commitments, and to address the challenges of the hemispheric integration and to maximize the benefits of it, including productive capacity and competitiveness in the region.” (Ministerial Declaration, Quito, Ecuador, paragraph 18, November 1, 2002).

The Tripartite Committee comprises the IDB, the OAS and ECLAC. Acting on specific requests from the FTAA Working Groups, experts from these institutions provided technical assistance and developed documents, compendia and data bases on a variety of trade policy issues to support the negotiations. Those institutions continue working with developing countries to support North-South bilateral negotiations

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<sup>3</sup> This expression will be used throughout this report to refer to the bodies and organisations involved in the implementation of program activities.

<sup>4</sup> To prevent any confusion, this terminology will be used consistently in the report, even though these and other terms (e.g. sub-projects) are sometimes used interchangeably in the documentation associated with the program.

<sup>5</sup> CIDA’s Strategic Approach To Trade Related Capacity Building (TRCB), Economic Policies Division, Policy Branch, Canadian International Development Agency, – Draft, April 27, 2005



**Table 1**  
Key Features of Components of the Americas Branch Trade Program<sup>6</sup>  
(September 2009)

ECLAC (XA-032383)			
Title:	Trade-related Technical Assistance & Capacity Building	Number of projects:	15
Partner:	ECLAC	Duration:	April 2005-June 2008; extended until June 2009
CIDA contribution (Can\$):	1,500,000	Disbursed to date (Can\$):	\$1,497,065 (99%)
This component is designed to address some common TRTA needs as identified by FTAA member countries in their national trade capacity building strategies (NTCBSs). The expected outcome is: increased analytical capacity regarding trade opportunities and challenges used as a basis to develop trade-related policies and capacities.			
OAS Phase 2 (XA-032191)			
Title:	Support to OAS Trade Unit for TRTA	Number of projects:	10
Partner:	OAS	Duration:	March 2004-March 2008
CIDA contribution (Can\$):	750,000	Disbursed to date (Can\$):	\$750,000 (100%)
This component supports the OAS Trade Unit in its response to the needs of member states of the FTAA, under the HCP, by delivering technical assistance to expand capacity to analyse trade policy issues, participate in international trade negotiations and improve administration and implementation of trade agreements. The expected outcome is: increased human resource capacity in the area of trade policy and negotiation and trade agreement implementation.			
OAS Phase 3 (XA-032384)			
Title:	OAS Trade Unit Phase 3	Number of projects:	9
Partner:	OAS Office of Trade, Growth and Competitiveness	Duration:	June 2005-March 2008; extended until June 2010
CIDA contribution (Can\$):	2,500,000	Disbursed to date (Can\$):	\$2,500,000 (100%)
This component is a subsequent phase to previous TRTA efforts with the OAS Trade Unit, now the Office of Trade, Tourism and Competitiveness. Previous initiatives focused on member states of the Organisation of Eastern Caribbean States (OECS) <sup>7</sup> in the Caribbean, with limited activities in other parts of the region. This component is a continuation of the work with the OECS member states, as well as work with Central-American and Andean Community countries. The component is part of the Americas Branch Trade Program and Canada's overall response to the FTAA HCP. Activities include workshops, conferences, seminars, etc., as well as a Professional Masters in International Trade Policy (MITP) at the University of the West Indies (UWI). The expected outcome is: increased analytical capacity and knowledge regarding trade opportunities and challenges used as a basis to develop trade-related policies and positions.			
IDB (XA-032132)			
Title:	IDB-Canada Trade Fund	Number of projects:	26 <sup>8</sup>
Partner:	IDB	Duration:	November 2003-October 2007; extended until December 2010
CIDA contribution (Can\$):	6,250,000	Disbursed to date (Can\$):	\$6,072,102 (97%) <sup>9</sup>
This component allows the IDB to respond to the HCP and the TRTA needs of smaller economies in the region, as identified through the HCP process. Specifically, the IDB responds to needs that have been identified in the NTCBSs developed by the smaller economies, or through project profiles that have been submitted to the FTAA's Consultative Group on Smaller Economies (CGSE). In December 2006, the scope of the Fund was broadened so that, among others, resources may be used to address trade-related capacity building needs not specifically identified by the FTAA HCP. The expected outcome is: increased human resource capacity in the area of trade policy and negotiation and trade agreement implementation.			
OAS Environment and Trade (XA-032382)			
Title:	Trade and Environment in the Americas	Number of projects:	1 project (4 clusters)
Partner:	OAS-Department of Sustainable Development (DSD)	Duration:	July 2006-May 2009
CIDA contribution (Can\$):	1,500,000	Disbursed to date (Can\$):	\$1,495,589 (99%)
This component addresses priority challenges of OAS member states on trade-related capacities in environmental management in several areas, including: strengthening capacities in the sound management of chemicals; enhancing public participation and the effective enforcement of environmental laws; improving market-based approaches to the conservation of biological diversity; and strengthening capacities to address technical and policy issues related to trade and environment. The expected outcome is:			

<sup>6</sup> In this table, the expected outcomes were taken from the logical framework analysis (LFA) developed for each EA.

<sup>7</sup> The OECS includes Anguilla, the Commonwealth of Dominica, St. Lucia, Antigua & Barbuda, Grenada, St. Christopher (St. Kitts) & Nevis, the British Virgin Islands, Montserrat, and St. Vincent & the Grenadines.

<sup>8</sup> There are currently 26 active projects. However IDB has since program inception, approved and carried out some 34 projects

<sup>9</sup> The budget was disbursed in full to the IDB. However it has not been committed and/or executed in its totality

**Table 1**  
Key Features of Components of the Americas Branch Trade Program<sup>6</sup>  
(September 2009)

increased capacity of selected LAC countries to understand and meet trade-related environmental management challenges.			
<b>CBSA (XA-032179)</b>			
Title:	Customs Capacity Building in the Americas	Number of projects:	9
Partner:	CBSA	Duration:	November 2004-March 2008; extended until March 2010
CIDA contribution (Can\$):	3,000,000 The contract with CBSA was amended in February 2009 and the total budget decreased to \$2,765,115.47	Disbursed to date (Can\$):	\$2,072,826 (69%) <sup>10</sup>
This component provides technical assistance to increase human resource capacity in customs administration and reform in order to help customs administrations in the region to become more efficient in administering, facilitating, and securing trade. The [recently-revised] expected outcome is: increased capacity of customs administrations to improve overall management, facilitate and secure trade, improve compliance, and/or increase the ability to effectively participate in international trade.			
<b>Trade and Labour in the Americas (XA-032463)</b>			
Title:	Trade and Labour in the Americas	Number of projects:	4
Partner:	Labour Branch, HRSDC	Duration:	December 2006-June 2010
CIDA contribution (Can\$):	974,835	Disbursed to date (Can\$):	\$322,838 (33%)
This component assists the small economies of the Caribbean Community (CARICOM) <sup>11</sup> to address their labour priorities in the context of economic integration. The component aims: to help CARICOM to become more capable of defining, negotiating and facilitating their labour interests in the context of international trade agreements; and to help CARICOM member states to more effectively implement their trade-related labour policies and agreements or commitments. The expected outcomes are: increased capacity of both women and men across target groups (including government ministries, labour unions, employers, civil society) to participate in the negotiation and implementation of trade-related labour agreements; and increased capacity for CARICOM countries to meet their obligations concerning internationally recognised core labour standards, including gender sensitive standards.			
<b>SPS Assistance in the Americas (XA-032797)</b>			
Title:	SPS Assistance in the Americas	Number of projects:	11
Partner:	TDV Global	Duration:	October 2006-December 2010
CIDA contribution (Can\$):	2,200,000	Disbursed to date (Can\$):	\$1,900,821 (86.4%)
This component responds to sanitary and phytosanitary measures (SPS) technical assistance needs identified by participating countries in Central America and the Caribbean. The expected outcomes are: male and female staff and management in targeted organisations in selected countries and regions have applied new knowledge on food safety, plant and animal systems, and quality standards; and development of new or revised food safety, plant and animal health systems and regulatory frameworks for targeted countries and regions.			

## 1.2 Overview of the Evaluation

### 1.2.1 Context and Objective

In agreement with the IDB and all TRTA/CB EAs, CIDA decided to evaluate the BMI portion of the Americas Branch Trade Program (henceforth called “TRTA/CB Program”), including the work developed by the partner institutions. The overall objective of this evaluation was to increase the effectiveness of future CIDA TRTA/CB projects by providing elements for a new trade program and an optimal strategy to deal with trade-related cooperation with developing countries, by means of lessons learned. To this end, the evaluation focused on identifying potential problems and successes, so that corrective measures may be introduced in the design and delivery of future TRTA/CB assistance, notably the recently launched Canada-Americas Trade-Related Technical Assistance Program (CATRTA).

<sup>10</sup> The project is coming to an end by the end of March 2010

<sup>11</sup> CARICOM includes Antigua & Barbuda, the Bahamas, Barbados, Belize, Dominica, Grenada, Guyana, Haiti, Jamaica, Montserrat (a territory of the United Kingdom), St. Kitts & Nevis, St. Lucia, St. Vincent & the Grenadines, Suriname, and Trinidad and Tobago.

The evaluation was to cover six areas, namely:

- appropriateness of program design;
- performance and cost-effectiveness;
- achievement of results;
- sustainability;
- program management; and
- cross-cutting themes (gender equality and environment).

The review of these dimensions was meant: to help ascertain whether the TRTA/CB Program is adequately meeting its objectives regarding trade capacity development; to identify scope for improvement in the design and implementation of activities at the partner-agency level; and to extract lessons from the experience of the different stakeholders, CIDA, EAs and beneficiaries.

### **1.2.2 Methodological Approach**

Annex 1 summarises the Terms of Reference (ToRs) prepared for the evaluation. These clearly indicate that “the evaluation is intended to be exploratory and informative [...] and] seeks not only to determine the extent to which projects financed by the TRTA/CB Program have fulfilled the initial objectives, rather—and even more importantly—it seeks to extract lessons learned from the experience for Canada’s future programming that will benefit the countries of the region.” The evaluation team has to the extent possible followed the ToRs and subsequent workplan. However, given certain limitations regarding access to some information and data, notably pertaining to outcome and impact level results, it was not in a position to propose an in-depth analysis of high level achievements with the necessary degree of certainty.

The IDB and CIDA commissioned a team of three consultants to conduct the evaluation. To meet the requirements and expectations set out in the ToRs, this team developed a methodology inspired by common evaluation principles pertaining to the participation of stakeholders, the use of an evidence-based approach, and the triangulation of data sources to draw valid, reliable observations and findings. This approach was spelled out in a work plan prepared by the evaluation team, which CIDA and the EAs reviewed and approved beforehand (see Annex 2). The work plan also outlined the various steps involved in collecting and analysing the data needed to conduct the evaluation, including: a document and literature review; interviews with key stakeholders in the United States and Canada, as well as interviews with key stakeholders and field visits to program locations in selected countries—Barbados, Colombia, Costa Rica, Guatemala, Panama, Peru, and St. Lucia.

### **1.2.3 Sampling of Countries and Projects**

To narrow down the scope of field visits, the evaluation team first gave priority to countries with which Canada had recently signed, or was in the process of negotiating, a FTA. Next, they gave precedence to countries in which multilateral organisations and Canadian Executing Agencies (CEAs) had conducted, or were conducting, more than one project associated with the TRTA/CB Program. The selection of projects to review—hence countries to visit—was based on the following criteria (Table 2 lists the countries and projects that were ultimately chosen as a result of sampling based on these criteria):

- *Size of budget* – Because projects of all sizes were chosen, the sample featured a fairly representative subset of small, medium-size and large initiatives. Projects in the sample amounted to a little over Can\$8.3 million, out of a total budget of Can\$18.7 million for the TRTA/CB Program as a whole (i.e. 44.4%);
- *Active status during the period* – An agreed-upon selection threshold was that project approval had to have occurred in or after 2004. Projects approved before 2004 were excluded from the sampling process, regardless of disbursements during the period under review as part of the overall program;

- *Implementation stage and status* – Because operational and closed projects were considered alike, the sample featured both ongoing projects and projects that had been initiated or terminated during the period under review. The evaluation team also examined the motives that led to the cancellation of a number of projects;
- *Priority sector* – An attempt was made to focus primarily on initiatives that had components relevant to Canada’s commercial interests and CIDA’s priority sectors of intervention;
- *Sectoral emphasis* – The sample was representative of the program as a whole with respect to the sectoral breakdown of projects carried out during the period;
- *Other* – Consideration was given to the level of participation in relevant project activities, as well as opinions voiced by the EAs.

The variety of criteria and the adequate coverage of the sample (number of projects and budget value) allow the evaluation team to feel confident regarding its representativeness.

**Table 2**  
List of Countries and Projects Examined/Visited

Component/ Project	Approximate value (Can\$)	Barbados	Colombia	Costa Rica	Guatemala	Panama	Peru	St. Lucia
<b>ECLAC [Note 1]</b>	<b>450,000</b>							
• Seminar and capacity building workshop in the field of intellectual property rights			✓	✓	✓	✓	✓	
• Capacity building workshops on competitiveness diagnostics and the use of specialised instruments on trade and competitiveness			✓	✓	✓	✓	✓	
• Reports and information seminars on trade liberalisation in the context of the development agenda			✓				✓	
• Studies and capacity building workshop on market access and the new regulations on maritime and port security and their effect on agricultural exports			✓				✓	
• Market access issues for LAC experts			✓	✓	✓	✓	✓	
<b>OAS Phase 2/Phase 3 [Note 2]</b>	<b>1,782,520</b>							
• The Professional Masters in International Trade Policy		✓						✓
• “One-stop shop” for investment facilitation in OECS countries								✓
• Caribbean Trade Reference Centre (CTRC)		✓						✓
• Trade capacity building program for the implementation and administration of FTAs	150,020		✓	✓	✓	✓	✓	
• Strengthening SME competitiveness for trade and development in Panama	52,219.					✓		
<b>IDB</b>	<b>905,280</b>							
• Information as a tool for negotiating effectiveness (Bahamas) <sup>12</sup>	150,000							
• Strategy to strengthen trade logistics and trade facilitation	156,000	✓						
• Study of procedures and physical assets of the Superintendencia de Administración Tributaria (SAT) in Guatemala	149,680				✓			
• Support for trade-related capacity building projects in Central America and the Dominican Republic	175,000				✓			
• Export development strategy for Bocas del Toro Province	134,000					✓		

<sup>12</sup> Bahamas was not part of the sample countries that were visited. The evaluation team however carried out phone interviews with local stakeholders.

**Table 2**  
List of Countries and Projects Examined/Visited

Component/ Project	Approximate value (Can\$)	Barbados	Colombia	Costa Rica	Guatemala	Panama	Peru	St. Lucia
• Support for the implementation and administration of trade agreements	140,580		✓					
<b>OAS Environment and Trade</b>	<b>125,000</b>							
Cluster 2 – This cluster supports improvements in mechanisms related to the effective enforcement of domestic environmental laws and the implementation of environmental commitments derived from trade agreements			✓	✓	✓	✓	✓	
<b>CBSA<sup>13</sup></b>	<b>870,000</b>							
• Customs Capacity Building Project in the Americas (CCBPA)	660,000				✓			
• CCBPA	100,000						✓	
• CCBPA	110,000							✓
<b>Trade and Labour in the Americas [Note 3]</b>	<b>1,000,000</b>							
• The CRNM (Caribbean regional negotiating machinery) trade and labour project		✓						
• Education and public awareness on labour issues in the context of international trade agreements		✓						
• Occupational health and safety and export development in the OECS								✓
<b>SPS Assistance in the Americas [Note 4]</b>	<b>1,936,000</b>							
• Quality management system		✓						
• Bovine spongiform encephalopathy (BSE) traceability and surveillance				✓				
• BSE risk evaluation				✓				
• Capacity building in BSE laboratory testing methods work breakdown structure (WBS) element				✓				
• SRM (specified risk materials)				✓				
• HACCP (hazard analysis critical control point) prerequisite				✓				
• Quarantine protocols and equivalency				✓				
• Strategic planning					✓			
• Advice and support – Planning figure					✓			
• Support to Working Committee					✓			

Notes:

1. The total value represents approximately Can\$90,000 by country.
2. The total value includes approximately Can\$1,550,000 for OECS and Caribbean countries.
3. The total value is for the entire Caribbean region.
4. The total value represents approximately Can\$660,000 per Central-American country and includes Can\$616,000 for CARICOM.

**1.2.4 Limitations**

<sup>13</sup> There is no precise title for each of the sub-projects CBSA designed and implemented during the course of the program. This is due to the “grass roots” process CBSA used to assess the needs and requests of the beneficiary institutions of the countries involved – composed of pre-diagnostic and diagnostic phases – from which they then moulded the activities in a custom-built manner. In reports and work plans, to mention sub-projects, the agency uses the description of the activities.

The evaluation team encountered no serious limitations or constraints during the assignment. The following observations are worthy to share:

- Despite the fact that little time was available to organise visits in the selected countries, most interviews could be carried out as planned—though occasionally the search for informants turned out to be difficult and time-consuming, due to the need to locate alternative contacts, identify replacements, or trace contacts who had changed jobs. Nevertheless, most of the planned interviews were carried out, and the evaluation team believes it has assembled a critical mass of key informants who were able to feed the process by providing useful insights.
- The evaluation team, to the extent possible, tried to triangulate findings. This was not feasible in all cases as there were not always systematically three different sources of information for all projects.
- RBM principles and practices were not systematically applied across the projects analysed, especially during planning and reporting. It was therefore not always an easy task to properly assess achievement of results. Despite this limitation, the team rests assured that several projects display good potential for results.
- All evaluation areas or themes were covered and analysed to the extent possible. Cost-effectiveness was not given however as much attention as hoped for. Given certain limitations in resources available, the team chose to focus more on other key and central areas such as relevance and achievement of results.
- As mentioned earlier, this evaluation was meant to be exploratory and informative, and it did not seek to determine the extent to which individual projects financed by the TRTA/CB Program had fulfilled their objectives. Moreover, at this point in the life of the program, and given limited data and information at this level, it would have been premature to try to assess the latter's impact, due to the near unfeasibility of establishing correlations between results achieved to date and impacts on poverty alleviation, economic growth, gender equity, or the environment.<sup>14</sup>

### 1.3 Structure of the Report

The remainder of this report is structured around the six themes that guided the conduct of this assignment (see the evaluation matrix in Annex 2). Separate sections are used to report findings and analyses pertaining to relevance and appropriateness of design (Chapter 2), performance and cost-effectiveness (Chapter 3), achievement of results (Chapter 4), sustainability (Chapter 5), management (Chapter 6), and cross-cutting themes (Chapter 7). A list of key findings is found at the end of each of these parts. Chapter 8 provides an overall assessment of the program and discusses the general conclusions drawn by the evaluation team. Lessons learned are addressed in Chapter 9. Finally, the evaluation team's recommendations are featured in Chapter 10. Details and supplementary information are found in annexes at the end of the report.

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<sup>14</sup> In fact, the field visits were very useful in gathering examples of results experienced on the ground, but less so to conduct macro-level analyses.

## 2. RELEVANCE AND APPROPRIATENESS OF DESIGN

### 2.1 Canada's Trade Policy and CIDA Goals

In LAC, Canada's interests and relations align with the three main objectives that form the basis of its vision and engagement in the Americas, namely democratic governance, prosperity and security. Specifically, Canada has gained from increased trade and investments with LAC, and it would now like to see its partners in the region benefit in the same way. Canada's economic engagement in the region is also based on the premise that increasing trade with countries in the Americas could have a positive impact on democratic reforms and security issues. These objectives have been reiterated by Canada's Prime Minister announcement in 2007 on its re-engagement with LAC in making it a top priority for the government.

Although support for multilateralism and regionalism has been the cornerstone of Canada's trade policy, current uncertainties surrounding WTO negotiations and the stall of FTAA negotiations have favoured a bilateral approach to trade relations in the Americas, especially since 2003. As a result, Canada has signed FTAs with Peru and Colombia in 2008 and with Panama in 2009. Furthermore, Canada is currently advancing the negotiation of FTAs with the Dominican Republic, CARICOM and the "Central-American Four" (i.e. Guatemala, Honduras, Nicaragua and El Salvador).

On the basis of CIDA's general mandate, TRTA/CB activities should be "consciously and primarily oriented towards types of increased trade and economic growth that results in poverty reduction."<sup>15</sup> It is believed that, by fostering international trade and openness to trade, TRTA/CB may trigger growth and assist poverty reduction efforts. However, to generate results and make a significant contribution in these areas, trade reforms must be integrated in national development strategies and combined with various domestic policies such as macro-economic policies, as well as effective economic and social governance. This is why one of the purposes of the program has been to mainstream trade into national development strategies (see below). CIDA has also explicitly integrated gender equality concerns in its TRTA/CB strategy.

Originally, the following basic principles informed CIDA's Americas program with respect to trade:

- Be aligned with the FTAA process, as defined by the Hemispheric Cooperation Program (HCP);
- Be both bilateral and regional in execution;
- Be based on nationally-developed strategies wherever possible, and address the needs of the public sector, the private sector and civil society;
- Address short-term as well as long-term needs;
- Be supportive of FTAA institutions and body;
- Be in compliance with WTO conditions;
- Aim to mainstream trade and transition issues into national development strategies and the Poverty Reduction Strategy Paper process.

### 2.2 Relevance and Appropriateness

The issue of relevance and appropriateness of design is examined and analysed through consideration of various themes, including: the degree of alignment with the needs and priorities of beneficiaries; the quality of needs analyses performed beforehand; the nature and extent of local stakeholder involvement; the adaptability of the design of programs/projects to the local context; the degree of integration of regional and local issues in projects; the adequacy of timeframes for the delivery of design, outputs and activities; as well as the coordination and overlap with other projects, donors and EAs. These are addressed below.

<sup>15</sup> CIDA. *Strategic Approach to Trade Related Capacity Building (TRCB)*. Economic Policies Division, Policy Branch - Draft of April 27, 2005

### **2.2.1 Alignment with the Needs and Priorities of Beneficiaries**

In a general sense, the demand-driven nature of the TRTA/CB Program has ensured its relevance from the start. In fact, the program was developed by CIDA in response to requests from smaller economies in LAC for assistance regarding trade-related issues—primarily, but not exclusively, in the context of the FTAA process.<sup>16</sup>

With respect to the overall objectives set beforehand by CIDA, prior to actual implementation, the EAs prepared designs that proved, as a whole, to be both pertinent and appropriate for the projects. Upon examining the reports on hand and consulting the stakeholders in the field, the evaluation team found that the initiatives had been based on prior assessments of needs and demands, and featured diagnostic periods to better adapt activities to the regional and/or national context. The following are illustrative of how such collaborative approaches were developed:

- In the projects/activities carried out by the Washington-based EAs, governments in LAC developed national trade capacity building strategies (NTCBSs) in the context of the FTAA HCP. Several NTCBSs were prepared with the assistance of EA experts, at times with funding from a separate short-term CIDA program. Local consultations regarding the strategies were held with a wide range of stakeholders. These NTCBSs were later updated by some of the countries;
- In the context of bilateral FTA negotiations between some Latin American countries and United States, groups on Trade-related Capacity Building were created. Their purpose was first to identify and then channel financial and technical resources to projects that contribute to improve trade related capabilities in LA countries, especially to negotiate, implement and administer obligations in the corresponding FTAs. Washington-based EAs were permanent members of those groups, along with other donors and TRTA providers. Projects presented to those groups were reviewed by civil society and private business associations.
- Some countries made individual requests directly to the EAs. A number of these were identified through yearly planning processes involving the EAs, and they were embedded into country strategies that involved extensive consultations with government officials, the private sector and civil society in general;
- Some projects had steering committees with representatives from a wide range of stakeholders, as in the case of the Caribbean;
- The CEAs undertook needs assessments of the individual institutions, then sought to achieve consensus among the relevant authorities regarding these assessments, prior to identifying priorities for intervention.

In essence the difference between Washington-based EAs and CEAs regarding manner in which needs assessment is performed lies on their respective mandates. Washington based-EAs operated within the framework of the National Capacity Building Strategies, which provided the bases for needs assessment. They had to respond to multiples requests for TRTA at the same time and in the context of ongoing negotiations. CEAs had somewhat more limited and specific mandates, with less time constrains, and addressed the needs of a particular institution.

### **2.2.2 Focus on Rigorous Needs Analysis to Enhance the Relevance of Projects**

Throughout the program, the beneficiary governments improved their understanding of trade policy issues and their potential impacts on the country as a whole, and on particular economic sectors and social groups.

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<sup>16</sup> Canada was called upon to support the FTAA HCP, which was announced by the Ministers of Trade in 2002. The HCP “[was] conceived in the context of national development objectives and strategies [as] part of an agenda for economic growth and development and poverty reduction.” Source: Annex III of the FTAA Quito Ministerial Declaration. Seventh Meeting of Ministers of Trade. November 1, 2002. <[http://www.ftaa-alca.org/Popup/PopQuitoHCP\\_e.htm](http://www.ftaa-alca.org/Popup/PopQuitoHCP_e.htm)>.



As a result, LAC's ability to identify, articulate and prioritise demands for TRTA/CB projects also improved, becoming more sophisticated and adaptable to changes in the trade environment in the-region or within a country. By assisting LAC countries voice their needs, the EAs have improved the quality and quantity of their cooperation with these countries. For instance, in the first few years of the program, Colombia developed a technical cooperation strategy at the national and local level, which has resulted in a substantial increase in aid-for-trade flows (i.e. from US\$79.3 million in the 2002-2005 period to US\$129.7 million in 2007).<sup>17</sup>

In countries like Peru,<sup>18</sup> the request for cooperation process has been institutionalised. This has been identified as a good practice for LAC countries in order to coordinate cooperation from multiple donors and establish priorities for assistance. The following features allow Peru to serve as a reference with respect to the receipt of TRTA/CB:

- Because it has a national strategy in which specific activities are prioritised, the country is in a position to plan on a short- and long-term basis;
- The Peruvian Ministry responsible for trade operates a high-level unit that oversees TRTA/CB projects and coordinates with local stakeholders and donors. Headed by a trade expert, this unit assigns an officer to each project, for follow-up purposes;
- The Peruvian government has requested and used technical assistance to design a national strategy in specific fields, such as intellectual property rights.

Along those lines, but in a more limited way, Guatemala has created, within the SAT, a cooperation coordinating entity to better manage TRTA/CB efforts.

### **2.2.3 Local Stakeholder Involvement**

Generally speaking, local stakeholders were heavily involved in the design and implementation<sup>19</sup> of TRTA/CB projects. It was mentioned that NTCBSs were developed with the participation of national and sub-national agencies, universities, private sector companies and other civil society organisations.<sup>20</sup> The same methodology was followed in the consultation rounds, to refine the identification of needs for bilateral negotiations. Such a strategy has helped create institutional memory and decentralise project management processes. Engaging stakeholders in a dialogue has also been essential to promote a higher level of awareness of trade policy issues in the region.

In spite of the governments' efforts and existing mechanisms, problems have occurred due to staff turnover within the private sector and civil society organisations. For instance, some informants in the field did not know that their organisations had been consulted about NTCBSs or had had the opportunity to take part in the TRTA/CB planning process. Clearly, given the importance of this kind of stakeholder involvement, national agencies and EAs should keep records to document the consultation process that has taken place.

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<sup>17</sup> Aid for trade to LAC as a whole also increased substantially (+35%) over the period, but this was from a modest baseline of only US\$1.5 billion. For additional details, see aid-for-trade flows to Andean Countries in: Organisation for Economic Co-operation and Development (OECD). *Aid for Trade at Glance*. 2009. <<http://www.oecdbookshop.org/oecd/display.asp?CID=&LANG=EN&SF1=DI&ST1=5KSGQWRF5XR2>>.

<sup>18</sup> Peru works with the European Union, the United States Agency for International Development (USAID), the German Agency for Technical Co-operation (GTZ), the Andean Development Corporation (CAF) and Switzerland, among others, to coordinate TRTA/CB.

<sup>19</sup> As far as implementation is concerned, the informants generally expressed that they were more involved in logistical tasks than in content building.

<sup>20</sup> Countries throughout the region created consultation mechanisms to promote stakeholder participation in trade negotiations and implementation regarding the FTAs. These same mechanisms have been used to craft or put in place NTCBSs.

The rapid response mechanisms<sup>21</sup> have also played a part in enhancing local ownership over the TRTA/CB Program. As well, the degree of flexibility shown by the program as a whole (e.g. to adjust budgets and activities to the evolving needs and priorities of beneficiary countries) has proven instrumental in the achievement of significant, and at times, rapid results. On the other hand, isolated cases were reported where the primary stakeholders (e.g. low-level officials from the department of trade) felt that they were not involved, as a result of not having been informed by their authorities or by the responsible officials within their government of the progress of TRTA/CB design and implementation procedures.

#### **2.2.4 Adaptability of Design to Context**

The fact that the suspension of the FTAA negotiations did not interrupt the TRTA/CB Program is a good indicator of the latter's adaptability. In some cases, the cooperation agreements signed with the EAs were twice amended, so that trade-related capacity building could be adjusted to needs not specified in the FTAA HCP. In turn, such amendments have had positive repercussions on the work with the primary stakeholders. For instance, in a knowledge-building and export development project in Peru, CIDA and the EA were flexible enough to respond to new circumstances by refocusing the objectives, changing the budget, and developing a new operational plan.

Notwithstanding the need to adjust to the suspension of the FTAA negotiations, the TRTA/CB Program is intrinsically built in such a way that small-scale, limited-budget, response-oriented, timely projects could usually be implemented. The allocation of resources is exclusively tied to objectives, which allows activities to be modified as needed, and provides for high levels of adaptability to various situations and contexts—such as changes in the trade environment, turmoil in local politics, or simply new needs and priorities of beneficiary countries.

Generally, the adaptability of the design to context has helped the beneficiary institutions in many ways. A good example of this is seen in Guatemala, where the knowledge acquired through a specific TRTA/CB training session had a direct bearing on the capacity of a team of officials from the department of economy to settle an ongoing trade dispute.

#### **2.2.5 Integration of Regional/Local Issues**

Regarding the tailoring of regional seminars and/or workshops to reflect local particularities, two approaches have enabled the EAs to maintain a national perspective within regional activities:

- The identification of common topics for TRTA/CB activities that simultaneously attend to the needs of several countries. Following this approach, two different types of activities have taken place:
  - ❖ A single regional activity, with participation from representatives of the countries involved, as was seen in the MITP at the UWI and in the OAS' "treaty administration" series or the ECLAC's "seminar and capacity building workshop in the field of intellectual property rights" project;
  - ❖ A single activity that is replicated in different participating countries, as was seen in the ECLAC's "capacity building workshops on competitiveness diagnostics and the use of specialised instruments on trade and competitiveness" project.
- The inclusion of national or sub-regional activities that are framed in a regional project or activity.

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<sup>21</sup> Two EAs - IDB and OAS - allocated funds in the budget as to allow for a rapid, timely response to emerging and sometimes "urgent" needs in the countries. Through such "rapid response mechanisms" resources were tied to objectives while activities could be changed or modified according to changes in the context.

Both approaches have been successful. As an example of the second approach, one regional project aimed at strengthening capacities for the sound management of chemicals carried out by one EA, identified issues important for each sub-region, such as mining in Andean Countries, agriculture in Central America, and transport and stockpiling in Caribbean countries. Those topics were the focus of the sub regional workshops and follow-up activities. For its part, the “reports and information seminars on trade liberalisation in the context of the development agenda” project, conducted by another EA, is an example of the first approach. It featured six distinct national studies and workshops conducted in 12 beneficiary countries. In this project, needs were identified by local officials, and local consultants were hired to develop the studies.

### **2.2.6 Timeframes for the Delivery of Design, Outputs and Activities**

There is a general sense that timeframes have been adequate at various stages of the program. Nevertheless, significant delays have been identified in some projects, due to internal management and administrative challenges notably within one EA, as well as insufficient time allotments for implementation. In such instances, schedules have been revised to better reflect the circumstances that prevail in the field. CIDA itself had its own issues and suffered from staff turnover that also affected the course of events.

The “rapid response” or “open funds” initiatives deserve special mention. These types of interventions have been rated as very effective by the EAs to assist in the type of TRTA/CB activities that require immediate, effective attention.

In other situations, assistance was needed to help a country face potential state-investor demands. In Guatemala, for instance, the EA hired a qualified consultant in a timely fashion, and the Guatemalan government was advised on to how to handle the situation.

The delays experienced during the designing and planning of different seminars and workshops that required officials to travel abroad turned out to be reasonable. The participants were given sufficient time to comply with the internal procedures and regulations of their governments while preparing for their trips, so as to take full advantage of the capacity building activities.

Absorptive capacity issues were observed in some instances. Some beneficiary countries for example accepted too much trade-related international aid from various donors over a given period of time without having the means to adequately absorb this aid or to ensure proper coordination. This evidence suggests that the lack of an appropriate cooperation strategy, or the lack of adequate planning and prioritisation at the country level, has possibly held up the execution of projects in certain countries. In the Caribbean region, some countries suffered to some extent from their past success, as they received high flows of TRTA/CB investments from other donors that delayed the implementation of parts of the CIDA program. Acknowledging this fact, the EAs decided to work with the beneficiary institutions to help manage the proposed assistance stemming from bilateral and multilateral donors.

### **2.2.7 Coordination and Overlap with Other Projects, Donors and EAs**

During the FTAA negotiations, the EAs based in Washington used the Tripartite Committee as a coordination forum, dividing their support to the LAC region based on each party’s respective comparative advantages. In 2003, the IDB convened a coordination meeting with donors in the context of the Central America-Dominican Republic-United States Free-Trade Agreement—an experience that was later replicated through the creation of trade-related capacity building groups in the context of other bilateral US negotiations. In those groups, the Washington-based EAs coordinated their interventions with those of donors like USAID the World Bank, and CAF, CIDA was not involved in these meetings. One might guess that that was because they were carried out in the context of US negotiations.

Outside a negotiation setting, the EAs also coordinated the conduct of multiple activities with other donors and with international and private institutions—including agencies from the European Union, the World Customs Organization (WCO) the WTO, the World Intellectual Property Organisation (WIPO), the United Nations Conference on Trade and Development (UNCTAD), the International Trade Centre (ITC), the United Nations Commission on International Trade Law (UNCITRAL), and the secretariats of regional organisations.

Some EAs devised creative means to ensure that overlaps were minimized, and use of resources maximized. Strategic partnerships were developed through the project, taking into account comparative advantage of partners including other international organizations, such as is the case in cluster one in The Trade and Environment Component.

To avoid overlap, the EAs decided to cancel or reorient certain activities that would have duplicated identical or similar initiatives sponsored by other donors. For instance, in Barbados, the “enhancing national capacity to respond to, and implement, revised trade-related legislation” project was cancelled outright after it was discovered that the same topic would be addressed by a broader, larger initiative financed in part by USAID.

### **Challenges**

According to several sources consulted by the evaluation team, several coordination and communications issues have been raised following the implementation of the initial phases of the TRTA/CB Program. For instance, representatives of some of the Ottawa-based EAs reported not being well aware or cognisant of the projects and actions of the other agencies involved. A more systematic communications program coordinated by CIDA, aiming at bringing all actors within the program minimally aware of the basic nature and extent of actions of the EAs would have contributed to a better collective understanding of the scope of the program, and perhaps create synergies between some projects.

## **2.3 Summary of Key Findings**

- The demand-driven nature of the TRTA/CB Program ensures its relevance. By means of collaborative approaches with beneficiaries, the EAs have prepared designs that generally prove to be both pertinent and appropriate for their projects.
- The TRTA/CB Program is strongly focused on the rigorous analysis of the beneficiary countries’ needs, which tends to enhance its relevance.
- The program provided opportunities for significant local stakeholder involvement, especially with government authorities, but also with stakeholders from the private sector or civil society.
- Adaptability is an intrinsic feature of the TRTA/CB Program, which has allowed it to go forward in spite of the suspension of the FTAA negotiations. The program is engineered in such a way that its design can be readily adjusted to reflect changing needs or circumstances, in order to provide timely and appropriate assistance.
- Successful efforts have been made by the EAs to ensure that the program maintains a national perspective within regional activities.
- By and large, the timeframes for the delivery of design, outputs and activities have been adequate. “Rapid response” projects have been successfully useful to address urgent needs.
- Management and administrative challenges within an EA led to delays in the implementation and disbursement of funds. Limited knowledge and management experience with administrative

requirements and conditions related to projects funded by CIDA accounts for some of the problems that occurred in one instance.

- In the context of FTAs and in other settings, the EAs have generally been taking measures to coordinate among themselves and to match their efforts with those of other parties.
- The program has at times suffered from communication problems and from a lack of coordination among the projects carried out by EAs and initiatives delivered by other institutions in the beneficiary countries. Notwithstanding the efforts made in several projects, it is believed that more could be done to achieve better communications and coordination within the program and with outside donors.

### 3. PERFORMANCE AND COST-EFFECTIVENESS

The issue of performance and cost-effectiveness is examined and analysed through consideration of various themes, including: the nature, extent and quality of communications, as well as leveraging of funds and the relationship between costs and results at the project and program level.

#### 3.1 Communication between EAs, Field Staff and Beneficiaries

##### *Communications with the field*

Depending on their own internal organisation, the EAs generally rely on one of two different mechanisms to communicate with field staff and with beneficiaries on the ground. These are field offices, and national focal points.

- *Field offices* – The EAs, OAS and IDB notably, that use this mechanism report that their country offices have been instrumental in the success of program activities. In the case of the IDB, trade experts who work in country offices are part of the project, either as a team leader or as a part of the team. Additionally, they served as liaison between the primary stakeholders and headquarters (e.g. Washington). This approach to relations with beneficiaries tends to decentralise management decisions, facilitate the adaptation of design to the local context, and simplify the actual oversight of the EA's activities. The country offices participate in decision-making related to timeframes and budgets. A clear illustration of this is seen in the “rapid response” procedure, which is used to deliver projects and in which country offices are directly responsible for approving and implementing initiatives—albeit at a varying extent or level, depending on the project.

According to IDB and OAS representatives, country offices had sometimes played an important role in exercising political leverage with country authorities, in situations in which changes in government threaten the continuation of a project.

- *National focal points* – The EAs that don't have country offices, or when they deem necessary, have people in the field, usually local experts, with whom they can rely to help coordinate activities and identify relevant participants and local stakeholders. In one instance, an EA asked the ministry responsible for trade to appoint an officer to serve as the national focal point. OAS and ECLAC have used this approach to help coordinate activities at the national level and identify relevant stakeholders. CEAs have also requested the appointment of focal points to improve communication and coordination with beneficiaries in the field.

Both mechanisms have yielded positive results. For the purpose of the TRTA/CB Program, having an agent on the ground has proven to be more effective and efficient than managing at a distance from headquarters located in Washington or Ottawa. In some cases, it may be less expensive for an EA to cover the expenses of having an agent permanently located in a beneficiary country, than having to pay for missions that are periodically required over the normal course of a project.

Experience has shown that if an EA's national focal points or field offices are not actively involved in the design of projects related to the program, they may not become familiar with the process that underlies the planning of specific TRTA/CB activities. Generally, when this occurs, the focal points or field offices do not take part in the latter's implementation, or their contribution remains limited to logistical tasks. Ultimately, this type of situation has an adverse effect on the degree of local ownership over the projects. For instance, in a project in Panama, the civil servants working in the department of trade and industry in charge of the negotiation and administration of treaties were unable to ascertain the origin of the regional activities that were being organised, as per the program in their country—a problem stemming from a lack of consultation with the local stakeholders, in the context of a regional project.

Another option consisting in the use of a combined approach of national offices and focal points has been highlighted. As stated above, both mechanisms bring different contributions to the table and are deemed quite valuable. Focal points provide technical knowledge, sustainability and local ownership, while national offices help ensure political and management support. In the case of the Trade and Environment project, for example, this measure contributed to the success of the initiative in difficult political contexts such as the case of Nicaragua.

There are distinct advantages to working either at the regional level or at the national level. Both levels are equally useful, depending on the circumstances, as long as the activities are supplemented by adequate consultations in the field and keep national perspectives into consideration. For instance, if the TRTA/CB involves customs and borders, activities can be coherently organised at the regional level—the goal being to implement an idea, a strategy regarding the way customs and borders are managed. Conversely, when planning and designing projects that are aimed at building semi-autonomous national institutions to manage sanitary and phytosanitary needs for example, it is clearly preferable to operate at the national level. In both implementation schemes, consultations play a vital role.

### ***Communication and organisation***

The evaluation team observed that projects that have deficient communication strategies at times experience difficulties in selecting adequate participants for TRTA/CB activities. Indeed, a number of these projects failed to identify the most relevant participants for seminars, workshops and trainings sessions. Part of the problem lies in the belief, among representatives of some institutions, that the higher-ranked the participants are, the more they will take advantage of, and value, the TRTA/CB activities, which is not always true. The participation of more “technical” level staff is often more suitable and contributes more effectively to sustainability of results.

TRTA/CB program and project managers can positively affect the selection processes by building in, at the initial stages, an appropriate communication scheme to influence decision-makers in the beneficiary countries. So far, this has been done on various occasions over the course of the program. For instance, in Guatemala, serious complications arose when the public service involved in international investments was privatised. The resolution of this affair was greatly influenced by the selection criteria that were used to appoint an agent to address the problem, seeing that the final choice was largely based on the candidate’s prior participation in capacity building activities delivered through the program.

Different types of communication-related problems may also materialise in projects that involve lengthy negotiation processes. In Costa Rica, discussions regarding the terms and conditions of a project took so long that the timeliness of the initiative eventually became an issue—a rare incident in the program. Ultimately, the matter was settled with little adverse effects, but this type of issue needs to be taken into account when implementing projects in LAC countries.

Even though it was designed as a multi-partner/multi-agency endeavour, the TRTA/CB Program was not configured as a genuine, integrated program, nor as a network. Therefore, it provides no structured mechanisms to facilitate the periodic exchange of information, trends, needs and lessons learned among the EAs. This explains the general perception, among the latter, that the program is short on sharing, collaboration and coordination.

The EAs based in Washington have coordinated their work, using the Tripartite Committee as a forum, and have taken advantage of TRTA/CB meetings provided for in the bilateral FTAs. Still, the evaluation team believes that more could have been done in this regard. Communications with, and among, the CEAs have not been addressed in a systematic, organised fashion. In order to facilitate coordination and improve the program’s chances for success, the program would have benefited from mechanisms that allow for feedback

opportunities and promote dialogue, knowledge-sharing, and exchange of best practices among the EAs. Leadership in this regard should be exercised by CIDA.

### **3.2 Leveraging of Other Funds**

The leveraging of funds is an issue that was frequently raised in the evaluation team's discussions with project stakeholders. Numerous situations were observed in which the EAs' projects resulted in the leveraging of new funds and opportunities for the beneficiary institutions and countries. For instance, in Barbados, a project was critical in paving the way for the preparation of a request for another, much larger fund.

#### ***Different strategies***

Some EAs have joined efforts with other donors or institutions to add to CIDA's funds and pool the best possible expertise to complement their internal capabilities at the planning stages of their projects. Indeed, once the general idea of what the project would be and the activities were designed, building financial partnerships with other institutions was an easier task.

Projects or activities executed with CIDA funding usually were organized with the assistance of universities, private sector organizations, civil society and NGOs. Not all these institutions had financial resources; therefore contributions were sometimes in-kind, for example providing the venue for a conference, time of experts, databases, networks, etc. This allowed EAs to reach out to more people and to have a greater impact and also contributed to enhancing knowledge transfer. This happened when a regional organization joined an EA as a partner-institution in a project related to the impact of new maritime and ports regulations on agricultural exports. The partner-institution benefited from the collaboration and integrated the results of the project into its future activities and programming.

Another type of cooperation with other institutions has surfaced during the program: by helping a beneficiary institution build a proposal to augment its capability to trace the origin of an animal destined for human consumption—and so obtain an international rating for the country for the meat food products destined to the international market—, an EA succeeded at obtaining more funds for its activities, once it had demonstrated the quality of the results already achieved. In fact, the beneficiary submitted a proposal to the SPS Committee Fund and received funding to pursue the development of its traceability system. The project clearly assisted the beneficiary in leveraging funds.

### **3.3 Cost-effectiveness**

The evaluation team did not conduct a comprehensive and detailed examination of the financial management aspects of the projects, nor did it establish a thorough analysis of variances between planned and actual expenditures. It has however gathered relevant observations on some challenges experienced.

As of September 2009, funds managed by the IDB, the OAS and the ECLAC had almost all been disbursed. As for the three Canadian EAs, they had disbursed 79%, 69% and 33% of their planned budgets. Internal administrative and management challenges experienced by two EAs accounted for significant repercussions on project scheduling and implementation. Communication problems between one EA and CIDA added to these and impacted on the advances of the CIDA contributions requested by the organisation. As well, in one instance, the nature and quality of reporting resulted in lengthy, tedious "back-and-forth" operations between the EA and CIDA. This could be partly explained by limited knowledge on part of the EA, which presented narrative reports that were very much activity-oriented, whereas CIDA expected a more results-based approach to monitoring and reporting. Moreover, in a context in which CIDA must review and acknowledge reports officially, the EA gave the local institution the signal to proceed with activities, even though it had not yet obtained CIDA's formal authorisation—resulting in much confusion and financial concerns for the local



institution. In the second year, this project became so complicated that little work could be achieved in the region.

An examination of financial reports suggests that the type, quality and timeliness of financial management systems and tools were generally in line with what one would expect from prominent agencies and organisations, notwithstanding that fact that one EA submitted financial reports that were not up to CIDA standards—a situation that created significant delays.<sup>22</sup> On the whole, the relationship between costs and results appears to have been reasonable, both at the project level and at the program level at large. In fact, some projects managed to achieve significant results with fairly modest funds. Usually far less costly than infrastructure initiatives, technical assistance and capacity building activities can yield meaningful results as long as they are well designed and thoughtfully planned—which was generally the case in the TRTA/CB Program.

### 3.4 Summary of Key Findings

- EA's country offices and national focal points are adequately used to facilitate the communications between the EAs' headquarters and staff who work in the beneficiary countries. Preferably, such "antennas" in the field must be actively involved in the design and planning of projects, as this promotes local ownership over the latter. Consultations play a vital role in these processes.
- The quality of communications has a bearing on certain aspects of TRTA/CB projects carried out in LAC countries, such as the selection of participants for training activities, or the timeliness of initiatives that involve lengthy negotiation processes.
- In many cases, TRTA/CB projects are used to leverage funds for the benefit of the beneficiary institutions. To this end, the EAs have devised various strategies, including some creative solutions.
- Internal management and administrative issues with one particular EA affected the efficiency and effectiveness of the latter's initiatives. Most of these problems could have been avoided, had the project management team at the EA been more familiar with the procedures of an international donor agency.
- Because initiatives vary in type, size and budget, one can hardly assess with some degree of certainty if the program and its projects have been cost-effective or not. Most of the projects that were visited in the field appear to have generated interesting results with fairly reasonable, if not, at times, modest budgets.

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<sup>22</sup> This EA had difficulty working by quarters, and its financial officer lacked experience in dealing with an international donor. Several of its financial reports had to be submitted more than once, and this caused delays in reporting and in requesting quarterly advances.

## 4. ACHIEVEMENT OF RESULTS

The achievement of results is addressed by examining the contribution of the TRTA/CB Program to meeting the objectives and principles set out initially by CIDA. This primarily involves a review of the program's contribution to the enhancement of capacities of small and medium-sized economies to better analyse trade policy issues, increase their capacity to better participate in international trade negotiations, and improve their capacity to administer and implement trade agreements. To a lesser extent, the program also sought to help smaller economies reap the benefits of trade liberalisation.

### 4.1 Major Results

Various factors prevented the assessment of results associated with the CIDA program, especially the establishment of a causal link between the EAs' activities and results. Such factors included: the intangible nature of capacity building; attribution problems; the lack of sufficient data; and time lags. The first two factors, in particular, raised special challenges<sup>23</sup> with respect to the measurement of results. Furthermore, the design of the program created additional complications for the evaluation team. Indeed, no program-level LFA or results-based logic model was developed; therefore, no indicators were available to assist in the measurement of degree of achievement of results for the program as a whole.

Notwithstanding these constraints, the evaluation team's analyses and observations indicate that, on the whole, the planned outcomes at the component or EA level have been achieved with a fairly high degree of success. Table 3 provides an overview of the main results achieved so far for each of the eight components of the TRTA/CB Program. These results, at the outcome level, were identified by the evaluation team on the basis of the documents reviewed<sup>24</sup> and the field mission observations and interviews.<sup>25</sup>

**Table 3**  
**Overview of Major Outcomes Achieved, by Component**  
 (based on the document review and the field mission observations regarding selected projects)

ECLAC (XA-032383)			
Title:	Trade-related Technical Assistance & Capacity Building	Duration:	April 2005-June 2008; extended until June 2009
Expected outcome:	Document review:		
<ul style="list-style-type: none"> <li>Increased analytical capacity regarding trade opportunities and challenges used as a basis to develop trade-related policies and capacities</li> </ul>	<ul style="list-style-type: none"> <li>Initially, the countries requested assistance to fulfill needs regarding the negotiation and administration of trade agreements, whereas later they began asking for help with the promotion and development of exports. Such an evolution is indicative of success in fulfilling the technical assistance needs identified in the first stage of the project.</li> <li>The information seminars benefitted the governmental institutions involved in trade issues, allowing them to promote their trade agenda among the civil society. At the same time, the seminars benefitted small and medium-sized enterprises, as well as the civil society at large, to prepare them to seize opportunities and successfully face challenges.</li> <li>Relevant material presenting state-of-the-art discussions on important topics for developing countries which were prepared and published recently. To increase the accessibility of this material, the ECLAC agreed with an international publisher to have the book available on line, downloadable for free in its Spanish version.</li> <li>Eleven countries have requested cooperation in this area, by way of their national strategy. All eleven received specialised training and actively participated in the organisation of workshops. In addition, Haiti joined the request for training, which led to the delivery of a workshop in that country in July 2007. As well, an additional "train-the-trainers" course took place in March 2009. Nine ECLAC experts participated in the implementation of this activity.</li> </ul>		

<sup>23</sup> Such challenges are commonplace in TRCB evaluations as a whole.

<sup>24</sup> The evaluation team used the projects selected for the field missions as a reference to review documents and report the EAs' views regarding the degree of achievement of the expected outcomes.

<sup>25</sup> The evaluation team used the projects selected for the field missions as a reference to report its own views regarding the degree of achievement of the expected outcomes by the EAs.

**Table 3**  
**Overview of Major Outcomes Achieved, by Component**  
 (based on the document review and the field mission observations regarding selected projects)

		Field mission observations:	
		<ul style="list-style-type: none"> <li>ECLAC's approach to achieving the expected outcome was based on predetermined capacity building plans that were offered to countries and institutions and that had been inspired by the needs identified in the NTCBS. Regarding the selection of topics to address, the EA has been able to increase the beneficiary institutions' analytical capacity regarding trade opportunities and challenges. Some informants in the field expressed their disappointment with the alignment of project activities with the specific challenges they individually face, whereas others found these same activities very useful.</li> </ul>	
<b>OAS Phase 2 (XA-032191)</b>			
Title:	Support to OAS Trade Unit for TRTA	Duration:	March 2004-March 2008
Expected outcome:	Document review:		
<ul style="list-style-type: none"> <li>Increased human resource capacity in the area of trade policy and negotiation and trade agreement implementation</li> </ul>	<ul style="list-style-type: none"> <li>For Phase 2, no monitoring and/or evaluation reporting was on hand for the evaluation team to review. This project was already being implemented when the TRTA/CB Program decided to allocate some funding. Phase 3 of the same project, which is an extension of Phase 2, was also financed by the program (see below).</li> </ul>		
	Field mission observations:		
	<ul style="list-style-type: none"> <li>The CTCRC and the « One stop shop » for investment facilitation in OECS countries both achieved their planned results and formed a sound basis that drew strong interest and participation from the "trade" community in the countries.</li> </ul>		
<b>OAS Phase 3 (XA-032384)</b>			
Title:	OAS Trade Unit Phase 3	Duration:	June 2005-March 2008; extended until June 2010
Expected outcome:	Document review:		
<ul style="list-style-type: none"> <li>Increased analytical capacity and knowledge regarding trade opportunities and challenges used as a basis to develop trade-related policies and positions</li> </ul>	<ul style="list-style-type: none"> <li>The MITP offered comprehensive training in critical areas of trade policy theory and practice. It has achieved its expected results with regards to strengthening of the institutional capacity of the UWI to deliver training that is essential for trade policy-makers and negotiators. The MITP has also provided training on the technical skills and know-how required in the various specialised disciplines related to trade policy and trade negotiations.</li> <li>The program has achieved its expected results with regards to strengthening the institutional capacity of governments regarding aspects of trade that are critical to the economic development of the countries of the region. A significant number of participants have been promoted to higher-level positions, and some have served their country as chief trade negotiators, vice-ministers and even ministers. The demand for the program remains high, as witnessed by the number of applications received each year.</li> </ul>		
	Field mission observations:		
	<ul style="list-style-type: none"> <li>The CTCRC has made available a large amount of information related to trade opportunities and challenges. This information can be accessed by civil servants, professional trade experts and representatives of NGOs and civil society organisations of the region.</li> <li>In Panama, by means of a hands-on activity, the "strengthening SME competitiveness for trade and development in Panama" project gave the participating small and medium-sized enterprises an opportunity to tackle the benefits of information and communication technologies to increase their competitiveness, while also raising awareness of the importance of using technology to be better equipped to participate in trade. For its part, the "trade capacity building program for the implementation and administration of FTAs" project strengthened the capacity of national authorities responsible for FTAs in seven areas.</li> </ul>		
<b>IDB (XA-032132)</b>			
Title:	IDB-Canada Trade Fund	Duration:	November 2003-August 2007; extended until December 2010
Expected outcome:	Document review:		
<ul style="list-style-type: none"> <li>Increased human resource capacity in the area of trade policy and negotiation and trade agreement implementation</li> </ul>	<ul style="list-style-type: none"> <li>The IDB-Canada Trade Fund was established by administrative arrangement between the Inter-American Development Bank (IDB) and the Government of Canada in November of 2003 to finance trade-related capacity building activities in eligible countries. The Fund's resources are untied and a grant of CN\$6,250,000 was made available over an initial three-year period (2004-2007). In December 2006, an amendment to this arrangement was agreed upon between the IDB and the Canadian International Development Agency (CIDA), such that the Fund's resources may be used to address trade-related capacity building needs not specifically identified by the Hemispheric Cooperation Program (HCP) of the Free Trade Area of the Americas (FTAA). In September 2008, a second amendment to the Administrative Arrangement with Canada was signed in order to facilitate an evaluation of the Inter-American (BMI) portion of CIDA's Americas Branch Trade Program. The amendment confirmed the understanding that the resources of the Fund may be used to carry out an</li> </ul>		

**Table 3**  
**Overview of Major Outcomes Achieved, by Component**  
 (based on the document review and the field mission observations regarding selected projects)

<p>evaluation of the Americas Branch Trade Program, in addition to the assessment of the HCP of the FTAA. The Fund now extends through to December 2010</p> <ul style="list-style-type: none"> <li>The IDB Canada Trade Fund has financed quality, result-oriented operations, which have targeted the countries' objectives regarding their dynamic trade development agendas. Many of these projects have focused on institutional strengthening in key areas of trade facilitation and implementation of international trade commitments. These projects are also aligned with the strategic priorities set out by the Bank with each beneficiary country.</li> </ul>	
<p><b>Field mission observations:</b></p> <ul style="list-style-type: none"> <li>The demand-driven approach of this component has enabled the EA to achieve its objectives, all the while addressing specific national and regional issues related to trade. As such, the local participants and beneficiaries are better equipped and better prepared to deal with trade policy, trade negotiations and trade agreement implementation.</li> <li>The distinctive characteristic of the IDB is that it can leverage not only technical assistance like the sister organizations of the Inter-American system, but also lending resources. In the context of the Aid for Trade agenda this has proven to be a key comparative advantage of the IDB.</li> <li>In Colombia, a project of Administration of Trade Agreements in Colombia, helped the Ministry of Trade developed an electronic platform to monitor and manage trade disputes in the area of investment. The project also focused in regional dissemination of information and training on commitments and obligations in the area of investment.</li> <li>As a part of its export strategy, the Government of Peru used program funds to draft a strategy to market Pisco in European markets. The funds were first targeted to support the Ministry of Trade in some FTAA-related area, but the government requested the IDB to reorient the funds to the Pisco marketing project, among other topics covered by same the project, including the update of the national trade capacity strategy.</li> <li>In Panama, a project in the Province of Bocas del Toro, developed three business plans to help indigenous producers to better connect with markets, nationally and internationally.</li> </ul>	
<p><b>OAS Environment and Trade (XA-032382)</b></p>	
<p><b>Title:</b> Trade and Environment in the Americas</p>	<p><b>Duration:</b> 3 years</p>
<p><b>Expected outcome:</b></p> <ul style="list-style-type: none"> <li>Increased capacity of selected LAC countries to understand and meet trade-related environmental management challenges</li> </ul>	<p><b>Document review:</b></p> <ul style="list-style-type: none"> <li>The DSD supported the development of trade-related capacities in the area of environmental management through four clusters:                             <ol style="list-style-type: none"> <li>strengthening capacities in the sound management of chemicals,</li> <li>enhancing public participation and the effective enforcement of environmental laws,</li> <li>improving market-based approaches to the conservation of biological diversity, through the support of Payment for Ecological Services (PES), and</li> <li>strengthening educational capacities in the area of trade and environment, through the development and dissemination of a "tool kit" on trade and sustainable development.</li> </ol> </li> </ul>
<p><b>Field mission observations:</b></p> <ul style="list-style-type: none"> <li>This project has clearly achieved the desired outcome. The general observation recorded in the interviews was that the project was valued as very useful in increasing the understanding about the relationship between trade and environment and enhancing the capacity of country officials to negotiate international commitments related to the subject. Results in other clusters were achieved to a varying degree depending on the country, the institution and the context.</li> <li>The responsiveness of the relevant representatives has made a big difference, since part of the objective was to raise awareness of the environmental considerations included in trade agreements. In some instances, the activities had limited effects on participants from the beneficiary institutions because the latter lacked the capacity or the willingness to absorb new practices that the EA was trying to introduce.</li> <li>The project was successful in addressing trade-related gender issues, especially in the area of chemical management.</li> </ul>	
<p><b>CBSA (XA-032179)</b></p>	
<p><b>Title:</b> Customs Capacity Building in the Americas</p>	<p><b>Duration:</b> November 2004-March 2008; extended until March 2010</p>
<p><b>Expected outcome:</b></p> <ul style="list-style-type: none"> <li>Increased human capacity in the area of customs administration through the implementation of measures that facilitate</li> </ul>	<p><b>Document review:</b></p> <ul style="list-style-type: none"> <li>The first three phases of the project provide no development results or indicators, as per the LFA. They are however essential to gain the full participation of the various customs administration, identify key priorities and areas for capacity building activities, and ensure ownership over results on the part of project participants. While no development results are captured, progress can be measured by means of "operational" outputs that have been identified in the Project Implementation Plan. Moreover, this type of institutional strengthening approach entails positive spin-offs that are difficult to</li> </ul>

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trade, improve enforcement and increase capacity to administer FTAs.	measure, and hence have not been included in the current results-based management (RBM) framework. Positive spin-offs may include increased ability of the customs administration to undertake strategic thinking, to set priorities and to integrate the latter into effective business planning. The project will try to collect anecdotal evidence to capture any positive spin-offs of the pre-diagnostic and diagnostic phases.
	Field mission observations: <ul style="list-style-type: none"> <li>• The above statement clearly outlines the general status of this project. The latter has been planned in such a way that extensive pre-diagnostic and diagnostic periods in the first years would eventually lead to the implementation of activities that are fully adapted to local contexts and to the needs and demands of beneficiary countries. Consequently, at the time of writing this report, the results have been more operational and less developmental in nature, although major positive changes have been observed in some beneficiary institutions, following support delivered by the CBSA. Even though delays have been noted with respect to the initial work plan schedule, the evaluation team believes that developmental results will soon help the beneficiary institutions and countries make progress with their customs and border management and security.</li> </ul>

**Table 3**  
**Overview of Major Outcomes Achieved, by Component**  
 (based on the document review and the field mission observations regarding selected projects)

Trade and Labour in the Americas (XA-032463) <sup>26</sup>			
Title:	Trade and Labour in the Americas	Duration:	3 years
Expected outcome:	Document review:		
<ul style="list-style-type: none"> <li>Increased capacity of both women and men across target groups (including government ministries, labour unions, employers, civil society) to participate in the negotiation and implementation of trade-related labour agreements</li> <li>Increased capacity for CARICOM countries to meet their obligations concerning internationally recognised core labour standards, including gender sensitive standards</li> </ul>	<ul style="list-style-type: none"> <li>The results at the output and outcome levels are progressing well, but additional activities would need to be undertaken to ensure better impact and sustainability.</li> <li>Delays and setbacks reported by the EA have caused problems in the implementation of activities with the OECS sub-project. Despite recent progress, a lot more needs to be done before the sub-project's objectives can be reached.</li> <li>The CPDC sub-project was very appreciated by the participants, mostly because of the wide cross-section of society present at the events organized by HRSDC. Its regional dimension also allowed for networking amongst participants, and many workshops, roundtables and other activities were used as forums for dialogue. A manual containing all the information discussed during the events was produced and disseminated to create institutional memory and ensure sustainability of the knowledge generated. The evaluation team considers appropriate to report that Hurricane Dean in 2007 affected sensibly the activity schedules.</li> </ul>		
	Field mission observations:		
	<ul style="list-style-type: none"> <li>The outcomes are virtually impossible to measure, as suggested by discussions held in the field. The "occupational health and safety and export development in the OECS project" has generated a very strong interest and triggered a global sensitivity towards the critical importance of occupational health issues. The private sector has bought in, and all stakeholders have acknowledged the importance of ensuring health and security measures to promote productivity and remain competitive. The current challenge is to encourage and assist smaller, less-equipped private sector companies to adhere. Certification is also a key issue, and specific requests have been made in this area by the countries.</li> <li>As far as the sub-project with the CRNM is concerned, regional events took place that brought trade experts and labour experts together to discuss a regional approach to the theme. The enthusiasm is palpable amongst these stakeholders although some reporting issues delayed the implementation of such events and created financial complications.</li> </ul>		
SPS Assistance in the Americas (XA-032797)			
Title:	SPS Assistance in the Americas	Duration:	3 years
Expected outcome:	Document review:		
<ul style="list-style-type: none"> <li>Male and female staff and management in targeted organisations in selected countries and regions have applied new knowledge on food safety, plant and animal systems, and quality standards</li> <li>Development of new or revised food safety, plant and animal health systems and regulatory frameworks for targeted countries and regions</li> </ul>	<ul style="list-style-type: none"> <li>No monitoring and/or evaluation reporting was on hand for the evaluation team to review. However, work plans and studies have been adequately planned and prepared, and these documents contain relevant information.</li> <li>Partner institutions in the Caribbean region are better able to complete their mandates as a result of implementation of their Strategic Plan prepared with the collaboration of the EA.</li> <li>Caribbean stakeholders have consensus on the framework for a SPS Laboratory Network</li> <li>Central American stakeholders are in a better position to understand food safety, plant and animal health systems and internationally recognized standards and are better equipped to develop and revise regulatory frameworks for them (Risk Assessment &amp; Evaluations, BSE Surveillance and Traceability System, legislation in respect to SRM and has a SRM procedural manual, procedures for animal disease prevention and surveillance and animal welfare)</li> <li>Some political problems short-circuited the regular conducting of TRTA/CB by the EA in Guatemala, but the latest progress report states that the process to establish a centralized inspection agency continues to progress.</li> </ul>		
	Field mission observations:		
	<ul style="list-style-type: none"> <li>On the whole, the projects implemented by TDV Global have achieved their objectives. The efficiency of the EA and its local partner institutions has allowed the development, absorption and use of new knowledge and new frameworks regarding food safety, plant and animal systems, and quality standards.</li> <li>Political problems have caused major implementation setbacks in Guatemala. No outcomes were produced in this country.</li> </ul>		

<sup>26</sup> It is important to acknowledge that all trade and labour related TA is always discussed in ongoing trade negotiations with beneficiary countries. Concerning the implementation of HRSDC's TRTA projects in the Americas during the program, this has affected the pursuit of the initial work plan proposed to CIDA by the EA. Indeed, delicate diplomatic and commercial issues have surfaced during such negotiations concerning certain topics included in the proposal which in turn have delayed planned activities.

## **4.2 Specific Results**

### **4.2.1 Capacity to Negotiate, Implement and Administer Trade Agreements**

One of the main achievements of the program has been to strengthen the capacity of the targeted governments to negotiate, implement and administer trade agreements in the LAC region. One interesting indicator of this capacity concerns the actual number of FTAs put in force by Central- and Latin-American countries since the launch of the program. Of the 45 agreements introduced in LAC, 23 have been signed after 2003, and 18 have been signed with countries outside the region—including developed and/or trade-oriented partners like China, Taiwan, Singapore, South Korea and Australia. Excluding Chile and Mexico, in the last six years alone, a total of nine agreements have been signed between Central America, Panama, Colombia and Peru on the one hand, and the United States, Canada and European countries on the other. Though small in size, the national teams involved in this work have succeeded at negotiating and implementing the agreements all at once because they were much better prepared than before the program was introduced.

Now that the beneficiary countries have more FTAs in place, the program is assisting in the dissemination of good practices and the transfer of knowledge needed to administer such agreements. Most Central-American countries and Panama have created special units, within their department of trade, to oversee the implementation of commitments and perform other administrative tasks. The personnel in these units have participated in training seminars funded by the program. In Colombia and Peru, the team that negotiated the agreements now administers them, and it has participated in training and knowledge-sharing activities dealing with the trade agreement administration. Officials from other government entities (e.g. customs) have also attended. Special attention has been given to specific issues, such as rules of origin and state-investor disputes. The declining number of trade disputes among Latin-American countries and the growing use of mechanisms established in the FTAs to solve such disputes are additional proxies of an increased capacity to administer trade agreements. This applies to the implementation of the Marrakesh Agreement as well.

According to current and former heads of negotiation units, vice-ministers and other participants in seminars, conferences and activities organised with the help of the program, such TRTA/CB activities have played a crucial role in the acquisition of the capacities needed to negotiate, implement and administer trade agreements.

### **4.2.2 Awareness of Trade Policy Issues and Support to Stakeholders**

By means of different activities funded by the TRTA/CB Program, analytical expertise has been supplied, and a critical dialogue has been initiated to allow the stakeholders to achieve a higher level of awareness of trade policy issues in the LAC region. Although there is no consensus regarding the benefits of trade liberalisation and its impact on specific communities, the program has been instrumental in raising the quality of debate in the region and in minimising political unrest caused by trade liberalisation. Governments, civil society, business groups and other non-governmental organisations have access to quality information, to state-of-the-art knowledge and to useful analytical tools regarding international trade issues and their macro-level and micro-level impacts. Such access is supplied through studies, workshops, communication and public relations tools, and the media (in electronic or non-electronic form).

The program has played a critical role in educating the private sector and other stakeholders to recognise the challenges entailed in trade liberalisation and the trade negotiation processes. In turn, this has helped achieve a more coherent response to the FTAs that were negotiated simultaneously during the 2003-2005 period. The growing demand for studies and seminars that is currently seen in some LAC countries is another indicator of the stakeholders' increased awareness of trade policy issues and their impact.

The program has also been instrumental in drawing attention to the trade-related constraints that prevent countries from gaining from trade. With assistance from the program, several LAC countries mobilised their resources internally to build capacities regarding policies, institutions and infrastructure—a case in point being the numerous activities that have been funded in the Caribbean with respect to the impact of economic partnership agreements with the European Union, and subsequent action plans developed to take advantage of growing investments and exports.

One example of the program's contribution to the trade-related policy dialogue is seen in the conduct of seminars on trade liberalisation and development. Following requests for assistance made by seven governments who wanted to know how to educate their civil society, one of the EAs organised seminars to discuss, in non-technical language, the relationship between trade liberalisation, poverty and economic development. Each of these seminars featured an in-depth discussion of one of the priorities found in the beneficiary country's trade agenda. In Colombia, the evaluation team observed that the government had been made to acknowledge the issue of ethnic minorities, as a result of a seminar conducted in the country and a study carried out to examine the "consultation process with Colombian ethnic minorities in the context of trade negotiations." The latter study is still being consulted by civil service recruits, and the discussions it has triggered have helped define an action plan that promotes the participation of minorities in the negotiation process.

The dissemination of information, via the Internet and/or relevant websites, when they were developed and put in place by EAs, has been crucial in raising awareness and educating the public. Among other things, program funds have supported the creation of an electronic database that has allowed government officials and civil society to access comparative information on international agreements operating in the LAC region. The products of many activities are made readily available and can be downloaded free of charge. For instance, the page created for the aforementioned study, conducted in Colombia, had received 9,828 visits as of November 2008, whereas other similar activities have had between 1,000 and 1,200 visits. Furthermore, stakeholders may access documents, studies and summaries of workshops by consulting one of 28 CTCs that are found in 11 countries in the Caribbean.

The program has also played a part in achieving a better understanding of the linkages between trade policy, the environment, and labour and the environment. Before the program was introduced, these matters were regarded by policy-makers as stumbling blocks on the road of the FTAs. The successful incorporation of labour and the environment, in the agreements between Canada and LAC partners of chapters is indicative of a change in vision with respect to these issues in the region. As in several other areas, the program cannot claim being the only factor in achieving this result, but the evaluation gathered observations from participants regarding the positive impact of the TRTA program in this regard.

#### **4.2.3 Capacity to Understand and Analyse Trade Issues and Formulate Trade Policy**

A large proportion of the activities carried out by the program have been brief training and knowledge-sharing seminars addressed at government officials and representatives of civil society. A single EA reports having trained more than 2,000 government officials on issues regarding the negotiation, implementation and administration of trade agreements. As a result of such sustained efforts, various stakeholders have improved their capacity to analyse and understand trade issues and to formulate trade policy options.

In addition to brief courses, the TRTA/CB Program has supported the delivery of the MITP, which is a comprehensive program in international trade theory and practice, and the provision of a four-week "certificate in international trade policy" training targeting Caribbean government trade officials and private sector representatives. Such activities are carried out in conjunction with partner institutions—in this case the UWI. To date, the MITP has received 425 applications and graduated 80 students. As well, specialised modules have been made available to the general public. A recent tracer study (2004-2008) quotes some interesting statistics regarding the degree of satisfaction of participants in the program:



- 82% of respondents agreed that the program courses were good (28%) to excellent (54%);
- 79% of respondents considered their practicum/research to be good (45%) to excellent (34%);
- 62% of graduates integrated a new position following their participation in the MITP;
- Graduates worked in quite varied workplaces: department of trade (20%); other government ministries and agencies (45%); private sector (8%); NGOs (4%); international organisations (6%); and academia/research (4 %);
- 70% of registrants to the MITP were female.

A proxy for improved analytical capacity is that LAC governments make a more systematic use of information and analytical tools. Among other resources, websites and web databases of different sorts, web-based trade reference centres and web-based toolkits have seen incremental numbers of electronic hits since 2003. For instance, in its interviews with government officials, the evaluation team validated that the latter take advantage of the knowledge gained through the program, with respect to specialised instruments on trade and competitiveness, to prepare for new negotiations. The training on such instruments took place between 2006 and 2007, and was delivered in 12 countries. As of November 2008, the website that gives access to databases related to these instruments had received 19,861 visits.

According to some of the government officials who were consulted by the evaluation team, another indicator of improved trade-related analytical capacity is seen in the quality of the contributions made by NGOs and the private sector in particular, with respect to the formulation of national positions in view of various negotiation processes, by means of sound, well-prepared position papers. As well, the EAs confirmed that governments have learned to articulate and prioritise demands for capacity building projects, which is indicative of their understanding of trade policy issues. Not only is this capacity now more sophisticated, but it has evolved, as witnessed by the changes seen in the trade environment and conditions prevailing in each beneficiary country. Like government officials at the national level, civil servants who work in the states, the provinces and the municipalities are also better prepared.

The case of Colombia is illustrative of the positive evolution achieved in this area. This country devised a technical cooperation strategy, at the national and local level, which identified activities with more precision than the national strategies that had been previously developed in the context of the FTAA or the Colombia-United States FTA. Such precision facilitated the short- and long-term planning process, and eventually led to substantial increases in aid-for-trade flows in the last few years (see Section 2.2.2).

According to reports that were examined and consultations that were held by the evaluation team, the TRTA/CB Program has helped small and medium-sized enterprises become more competitive in the international market—an interesting contribution in support of efforts to achieve sustainable development. Indeed, several informants pointed out that enterprises participating in the program had gained from increased revenue, though no concrete evidence was offered to support this assertion. Nevertheless, the evaluation team observed a clear perception, among the parties it consulted, that the program had played a part in achieving permanent progress in the LAC region. Generally speaking, the EAs and the officials from the beneficiary countries voiced positive comments regarding the dissemination of trade-related information to program participants, by means of guides, “how to” resources, seminars, workshops, training sessions, and other similar activities.

The Trade and Environment project launched an Inventory on Payments for Environmental Services. The main objective of the inventory was to catalogue transactions and projects intended to support Payments for Environmental Systems (PES), with an emphasis on those programs underway in the hemisphere of the Americas. The inventory is updated on a regular basis, and identifies practical lessons regarding PES systems that can be replicated. It will complement other work within the OAS Department of Sustainable

Development, including examining the role of valuation in relation to PES systems of relevance to the financial community.<sup>27</sup>

It should be noted that all of the aforementioned program achievements are short-term results. Intermediate outcomes are only now beginning to materialise, and it is difficult to report assuredly on progress achieved at this point in the life of the program. In some projects, though, the evaluation team observed that the reporting of mid-term outcomes by the EAs had been fairly weak. Clearly, the link between resources, activities, outputs and outcomes is not universally understood and/or documented. Some of the EAs are quite apt at mastering RBM principles, and the logic chains that they develop (i.e. activities-outputs-outcomes) tend to be rigorous and realistic. In other EAs, however, there is a more limited capacity to define realistic and achievable outcomes, along with matching indicators, and this often leads to confusion in the application of RBM concepts. Issues related to project design and reporting are addressed and discussed more extensively in Sections 2.2 and 6.3.

### 4.3 Contribution to Poverty Reduction and Sustainable Development

The focus of this evaluation has not been to assess the degree to which CIDA's overall goals of poverty reduction and sustainable development have been achieved as a direct result of the implementation of the TRATA/CB Program. Poverty reduction was not considered central in the objectives of the program, as resources of the program were channelled in strict TRTA/CB projects.<sup>28</sup> The central objective of the program was to mainstream poverty reduction into national trade strategies. It is understood that, as the needs of countries evolve towards building productive capacity to take advantage of trade liberalisation, a more focused approach will need to be taken to yield greater benefits for the poor. Still, the evaluation team observed that the EAs have raised the level of awareness of the link between trade, development and poverty reduction. As governments requested activities to educate their civil society on trade issues, especially at the beginning of the program, seminars addressed that issue. Special studies supported more focused efforts to integrate trade into poverty reduction strategies—examples being the studies that examined the fiscal implications of trade liberalisation and the impact on the labour market, wages and poverty for the OECS countries, as well as the impact of economic partnership agreements on growth and poverty reduction in the Caribbean. The latter study led to action plans for improving growth and competitiveness in the region.

Considerable analytical and project level experience in the area of trade and poverty reduction has been accumulated, notably by the IDB, thanks to the contribution of DFID that placed this topic explicitly on the IDB-partnership agenda<sup>29</sup>. In the context of the recently launched CATRTA, CIDA is encouraged to explore recent research done in this area and collaborate and coordinate efforts with like-minded organisations such as IDB and DFID.

The program offers a number of examples to draw lessons for future projects, especially by working to improve the competitiveness of small and medium-sized enterprises and marginalised groups to better take advantage of the benefits of trade. This has been achieved in Panama, Central America and in the Caribbean. The project in Panama offered interesting short-term results, including more exports at the end of the pilot; the identification of actual opportunities for growth; and the creation of an association of six participating small and medium-sized enterprises. CIDA funds were also used to help another EA in Panama produce three business plans and organise a tradeshow to connect poor producers in a remote area with the international market. Another project focused on increasing the export income of small and medium-sized enterprises and communities, including indigenous groups in the Caribbean, by taking advantage of the intangible value of

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<sup>27</sup> Source: [www.oas.org/dsd](http://www.oas.org/dsd)

<sup>28</sup> Poverty focused projects were however channelled to another instruments financed by DFID whose trade and poverty objective was explicit.

<sup>29</sup> Recent interesting and highly relevant publications have addressed such issues, notably: *Trade and Poverty in the Americas*, IDB, Paolo Giordano Editor, 2009, and *Trade and Poverty in the Developing World*, IDB, Edited by John Cockburn and Paolo Giordano, 2007.

their products through the use of intellectual property strategies. As well, a project focused on helping Haitian producers diversify exports through the use of better analyses of international markets.

#### **4.4 Summary of Key Findings**

- The TRTA/CB Program was not initially designed or devised as a truly integrated program, with rigorously-combined components and with clear measurable objectives and results, nor valid indicators. From the outset, it was rather structured as a series of isolated components that are not necessarily related to each other. This poses a challenge with respect to the program's assessment.
- At this point, one can hardly determine to what extent the TRTA/CB Program has assisted the achievement of poverty reduction and sustainable development goals. Nevertheless, preliminary indications point to the program's meaningful contribution to the strengthening of capacities, within LAC governments, to better negotiate, implement and administer trade agreements.
- The program has generated a critical mass of relevant projects and activities that will undoubtedly leave positive traces among the EAs and countries. To consolidate these results, the recently launched CATRTA will gain from: better integration of components, stricter follow-up on the achievements of the first phase, and stronger horizontality between partners and stakeholders.
- The program has played a major role in giving access to trade-related expertise and in initiating critical dialogue to allow stakeholders to become more aware of trade policy issues in LAC countries. This is achieved by means of seminars, studies, and other activities designed to better educate and inform stakeholders.
- The program has helped stakeholders build their capacity to better understand and analyse trade issues and to better formulate trade policy. This is achieved by means of brief training and knowledge-sharing seminars, as well as support for the delivery of more extended activities, including a Master's program in international trade policy.
- There appears to be widespread perception, among stakeholders, that the program has made a significant contribution to sustainable development efforts in the LAC region.

## 5. SUSTAINABILITY

The issue of sustainability is examined and analysed through coverage of the following themes: capacity for, and interest in, using, maintaining and deepening the acquired capacity for trade; integration of program results with broader public sector reforms or other policy reforms; and integration of the program with joint (multi-donor) assistance strategies pertaining to TRTA/CB.

### 5.1 Maintaining and Deepening the Acquired Capacity for Trade

The TRTA/CB Program incorporates features that facilitate the creation, in the LAC region, of a sustainable capacity to analyse and formulate trade policy and to negotiate, implement and administer trade agreements. While some of these features were incorporated in the original design (e.g. the combined bilateral and regional approach to program execution), others were introduced progressively, as the EAs carried out their various activities. The reports and testimonies gathered by the evaluation team suggest that, in their ongoing trade-related activities, the officials from the beneficiary countries have continued using the knowledge and know-how they acquired through activities financed by the program.

#### ***Getting to know the EAs***

As mentioned previously in this report, the EAs' knowledge of the region has been a key success factor in the implementation of projects and subprojects, because this awareness inspires the local stakeholders to trust the program. This process takes time, has to be planned in the first years of the projects, and calls for effort on the part of both parties. This in turn stimulates the local stakeholders' willingness to adopt the projects and develop ownership, and deepen the themes addressed by the latter. More importantly, the process secures the longevity of the partnership between local institutions and the EAs. Unless this important step is taken, the proposed action plan might be accepted without being genuinely absorbed.

Grasping this particular dynamic, one EA at work in Guatemala organised preliminary diagnostic phases to prepare the field, long in advance of activities to be carried out. The evaluation team observed that this initiative created a very strong tie between the EA and the representatives of the local institution, more specifically between the EA manager and his Guatemalan counterpart. Indeed, such circumstances led to the development of critical personal links within the global cooperation relationship.<sup>30</sup> Thus, the introduction of efficient long-term practices and the establishment of a "change management" culture within the beneficiary countries' governments and departments require local stakeholders to operate in a trustworthy environment that allows them to familiarize themselves with culture and approach of their partner EA. Once this has been achieved, the former may agree to work with the latter to analyse weaknesses and generate new principles that will be adopted knowingly and enduringly. This explains why long diagnostic phases may take time to yield results, but when they do, the effects are long-lasting. In the Guatemala project, upon completing the diagnostic phases, the EA prepared a document that identified gaps in the management structure of the Guatemalan institution. This delicate task was accomplished successfully because the local institution had had the chance to grow comfortable with the EA.

#### ***National versus regional/long versus short interventions***

With respect to institutional capacity building, long-term, well-prepared, in-depth interventions at the national level are believed to produce more sustainable results than short-term training sessions and ad-hoc technical assistance, especially if delivered at the regional level. One of the bases for this argument lies in the potential institutional change that can be achieved as a result of a more focused kind of intervention. However, as the experience of the EAs, especially Canadian EAs indicates, sustainability is not guaranteed by working solely at

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<sup>30</sup> This finding suggests that long-term, well-prepared, in-depth capacity building is more sustainable than sporadic, short-lived, ad-hoc technical assistance. This is not to undermine technical assistance or its usefulness. Repeatedly in this report, rapid response mechanisms have been praised as a useful means of addressing urgent emerging needs.

the national level. It is also conditioned by the stability of the national and regional political context, changes in government that trigger changes of policies in the national institutions, staff turnover and brain drain, to name the most important ones.

Furthermore, the evaluations of good practices in other donors' TRTA/CB programs indicate that sustainability may be achieved in both types of interventions, regional and national, as long as the EAs take other elements into consideration, such as flexibility to respond to emerging needs, building national and regional networks, incorporating a broad range of stakeholders, and disseminating studies and knowledge through different strategies.<sup>31</sup> In the case of CIDA's trade program, these elements were generally put into practice.

### ***Building regional trade networks***

A significant proportion of program activities took the form of regional workshops, seminars and other activities. The Washington-based EAs, government officials and participants generally regard these as valuable tools to disseminate good practices, harmonise language among like-minded countries, and learn from the mistakes of others. The EAs in particular could take advantage of the economies of scale in execution and the simplified administration requirements entailed in the conduct of regional activities. More importantly, regional activities created formal or informal trade networks that have promoted regular exchanges among countries for knowledge-sharing and, in one case, facilitated the resolution of bilateral problems—as reported by Peru in a SPS dispute with Mexico. In some projects, a regional action plan has been created as part of the program's activities (e.g. management of chemicals in the Andean countries or preliminary hemispheric approach to systems for PES). In the Caribbean, where regional institutions are natural local counterparts, the program contributed with studies, conferences and websites, to strengthen regional integration and the capacity to negotiate collectively. Clearly, regional efforts have created sustainable formal and/or informal trade networks that promote regular exchanges and knowledge-sharing among countries, which ultimately contributes to the program's goal by strengthening the capacity of the countries to be better equipped to negotiate, administer, and reap benefits.

### ***Using national/regional expertise***

The program has promoted horizontal cooperation in the region by bringing non-donor countries to deliver assistance, as seen in Mexico and Chile with respect to the administration of trade agreements and implementation of intellectual property provisions. Additionally, the program has worked with national and regional partner institutions such as universities, research centres and private companies. This creates the possibility of a permanent dialogue between policy-makers and other stakeholders, in addition to allowing the recycling of knowledge within individual countries and within the region.

### ***Incorporating a wide range of national stakeholders, and ensuring buy-in and ownership***

In its activities, the program has included a broad range of stakeholders, such as various departments, specialised entities, business groups, trade associations, NGOs, labour unions and scholars. For instance, the participation of scholars in workshops has helped leverage the training effort by making use of the latter's teaching agenda. In general, the probability of the knowledge being used by the country, one way or another, increases with the range of stakeholders.

One EA has learned valuable lessons from monitoring the projects and activities it funded. One of these lessons pertains to the importance of involving all stakeholders in the enhancement and implementation of a country's labour standards.<sup>32</sup> Evidently, stakeholder buy-in and ownership over projects are essential

<sup>31</sup> Blouin, Chantal, and Ann Weston. *Programming in Trade-Related Capacity Building: A Resource Tool for Practitioners*. The North-South Institute. Paper developed with financial support from CIDA. 2005.

<sup>32</sup> Indeed, the ability of a country to protect and respect labour standards depends on the stability, transparency, resources and political will of the government. A strong civil society is essential as well. Workers, concerned organisations, vulnerable groups and

elements to secure the full support of project partners and the dedication and energy of local resources, thus increasing the chances of meeting project commitments, attaining project objectives and achieving project sustainability.

### ***Using strategies for knowledge dissemination***

To reach wider audiences during longer periods of time, the program has used information technology and other mechanisms to disseminate relevant information at the national and regional levels. Clearly, electronic databases can be used in the long run and can be easily updated. For instance, an e-book on intellectual property had 7,352 downloads between April and November 2008. The 28 CTCs created in the Caribbean achieve a similar impact. Similarly, continuous training and training-of-trainers have proven effective to help representatives of beneficiary countries “stay in the loop” after project completion. Indeed, assisting individuals so they may acquire the ability to generate and disseminate knowledge on their own was a priority for most of the EAs. Also, the evaluation team observed that building projects year-by-year, using continuous phases linked one to the other, was a good way of building the interest of the beneficiary institutions in the theme at issue. This method also helped the EAs because fragmenting the capacity building made it easier to use the lessons learned from first phases to prepare subsequent phases.

The program has used strategies to ensure the flow of communication within the beneficiary institutions, which helps disseminate and make more permanent the knowledge acquired from training activities.

### ***Importance of a vision and guiding principles***

Establishing a vision and guiding principles that are developed and approved with key stakeholders and partners is the key to ensuring a clear vision of sustainability. As applied in Costa Rica, this approach assisted the country to clearly identify where it wanted to be in three-to-five years’ or in ten years’ time, with respect to the development of the agriculture and agri-food sector. It seems wise to rely on a step-by-step approach in order to adjust to the country’s pace and accelerate only when a country becomes increasingly open to, and capable of, managing international trade.

### ***Challenges***

One of the threats to sustainability is the loss of institutional memory. Movement within the structure of a local institution and/or government department can cause these types of problems. The worst difficulty, though, pertains to the international “brain drain.” A talking example was brought up by a participant in an interview conducted in the field. Thus, an important actor in the implementation of the activities of a project was chosen to participate in a training mission to Canada, with partial funding from the local institution. After two months of capacity building sessions, this participant, upon his return, announced that he was reintegrating his host university in Canada having been accepted in a PhD program in his field of study. Similarly, several participants in TRTA/CB activities leave government to pursue opportunities in the private sector.

Another problem occurs when the local beneficiaries are keenly interested, but the follow-up from the EA falls short. In one case, a very involved project manager in Canada got hired by another organisation in the middle of the project implementation procedures. The CEA had to wait for the new manager to settle in before resuming its oversight of progress made by the beneficiary institution and its efforts to motivate the trainees. The sustainability of the project suffered as a result.

These examples underscore the fact that sustainability is intimately linked to personal relations among the stakeholders involved. Even relations in the management structures of the EAs can affect the durability of

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communities must be informed and have the means to monitor their government’s implementation of its obligations under international commitments and agreements.

projects and subprojects. Learning how to build strong, long-lasting partnerships is therefore a key strategy to maintain an uninterrupted oversight of activities in the field and, ultimately, to ensure that new ways are adopted in the long term.

## 5.2 Summary of Key Findings

- Several TRTA/CB projects have resulted in the sustained use, by participants from the beneficiary countries, of knowledge and know-how acquired through the program.
- Sustainability can be improved by developing relationships built on trust between EAs and local institutions, which may require an investment in time to conduct diagnoses phases prior to launching regular project activities.
- The development of regional networks has proven conducive to the promotion of sustainable exchanges and knowledge-sharing among participating countries.
- By promoting horizontal cooperation, the program has created the possibility of a permanent dialogue between policy-makers and other stakeholders at the national and/or regional levels.
- A wide range of stakeholders has been involved in the program, thus increasing the probability of the trade-related knowledge being used sustainably by the beneficiary country, especially where local buy-in and ownership are achieved.
- Some of the EAs have been successful at using various knowledge-dissemination strategies to help beneficiaries extend project activities and make sustained use of the capacities developed through the program.
- The program has shown that a clear vision of sustainability is contingent upon a vision and guiding principles that are developed and approved with key stakeholders and partners.
- Two major threats to the program's sustainability have been the loss of institutional memory that occurs when officials leave their posts to pursue other positions in government or in the private sector, as well as the international "brain drain."
- The program has shown that the quality of personal relations among stakeholders is a key factor in the sustainability of project achievements.

## 6. OVERALL PROGRAM MANAGEMENT

The management dimension was analysed through consideration of the following themes: general management assessment; appropriateness of resource allocation relative to the objectives of the projects associated with the trade program; appropriateness of risk analysis and mitigation strategies; and adequacy of reporting following CIDA standards.

### 6.1 Quality of Management and Appropriateness of Resource Allocation

In the vast majority of the projects examined by means of the documentation review and interviews in the field, the level of satisfaction with the allocation and management of human and financial resources turned out to be high. The quality, experience and expertise of most experts, specialists, and trainers involved in project activities have been repeatedly highlighted and praised by informants. Concerns were voiced, however, regarding the balance to achieve between international and national/regional expertise, in view of promoting local experts who master the socioeconomic and political environment of their country or region better than their international equals, and in view of building a national and regional basin of trade specialists.

Generally speaking, the flexibility inherent to the program contributed to the latter's efficient management. Aside from internal administrative challenges that led notably to changes of managers within some EAs, national partners were generally quite satisfied with the manner in which the projects were managed, the funds were channelled, and the resources were allocated.

Institutional diagnosis and subsequent planning were generally well carried out by the EAs. There are necessarily exceptions, however, and not all pre-project studies and activities were systematically accepted and integrated by the national counterparts. Nevertheless, the overall assessment of this aspect remains quite positive.

With respect to delayed projects, hold-ups were created by specific management issues—such as deferrals in the presentation of projects by EAs to CIDA, which caused some irritation among national partners and delays in disbursement and project launching, or insufficient buy-in from counterparts in the absence of a proper communication strategy. Despite these shortcomings, management on the whole was deemed to be quite satisfactory by the key local stakeholders. On the other hand, CIDA had its share of management issues, such as rotation in management personnel. Thus, from its inception the program saw the assignment of four different managers within the Agency. Furthermore, the officers in charge of ensuring program oversight were also assigned to various other tasks, and the program did not receive all the attention it deserved from management. This explains, in part, why coordination efforts remained limited and why knowledge was not passed along optimally from one program manager to the next.

### 6.2 Risks and Mitigation Strategies

The evaluation team examined the political, institutional and operational risks associated with the TRTA/CB Program. As a general statement, risks were identified at the design level (i.e. LFAs), though no risk mitigation measures were documented in the project reports. Moreover, no clear indication was found that EAs had all managed risks systematically, based on a close monitoring of the key risks identified in the LFAs. Risks were nonetheless managed adequately, in the sense that no major disturbances were noted as a consequence of a poorly-managed risk.

#### ***Political risks***

The most significant political risk associated with the program is a change in a country's commitment to the liberalisation of trade. Some governments in the LAC region have modified their vision of the role of trade in fostering development and, as a consequence, have cancelled their participation in, and support for, the



program and interrupted TRTA/CB activities. These types of changes are uncontrollable. However, to mitigate such risks in the future, the EAs could consider working only in partnership with like-minded countries, thus minimising risks and optimising potential impacts.

It is not unusual for TRTA/CB projects to feel the effects of an unstable political environment or turnover among high-level country officials. These risks have been minimised by leveraging the trust capital that the EAs have built with most governments in the LAC region. Successful strategies have implied involving the local staff of the EAs to influence high-ranking officials, as well as informing and educating the newly-appointed officers so that project activities may resume.

Changes in the government leading to changes in priorities are also a common risk. Flexibility demonstrated by the program in adapting plans and activities has been the best strategy to handle such a risk.

In a few instances, the EAs prepared project proposals that had not received proper input and validation from key stakeholders or that did not adequately match the local context, thus affecting their chances of success. When using international consultants in particular, the EAs need to remain aware of the risk of receiving proposals that do not necessarily have the support of the local partners and targeted stakeholders. Systematic consultation and validation are crucial elements in the design of a project.

Working at the regional level may help mitigate the “political will” risk, seeing that pressure will come from regional economic allies, and that this may contribute to reverse the at times adverse effects of political decisions.

### ***Institutional and operational risks***

One major risk has to do with the impact of turnover among the personnel of the primary stakeholders. Frequent changes prevent governments from using trained staff for trade policy formulation or for the negotiation, implementation and administration of trade agreements. Reasons for the turnover go from political changes to lack of economic incentives to remain in the civil service. Strategies that have been implemented include the inclusion of staff from different departments and other agencies involved in trade (e.g. customs, institute responsible for intellectual property, etc.). In other projects, staff rotation has been used as a way to take advantage of resources within the beneficiary country’s government. Another approach consists of establishing multi-stakeholders national networks by including the civil society, business groups, universities and research institutions into the activities, so that knowledge can be multiplied and maintained in the country, if not in the government.

The difficulty associated with the retention of trained staff and loss to other sectors/organisations can impact on the sustainability of expected results. Factors such as senior staff leadership, and commitment to stability of the human resources in order to achieve expected results, are a challenge to control.

The evaluation team found that participants in TRTA/CB activities were not always well selected by the governments, especially when these activities were being conducted abroad. The selection has sometimes to do with internal politics, or may be centralised in an institution different from the one requesting the assistance. Mitigation strategies have implied working closely with a national focal point in the identification of participants, as well as a more careful selection of participants, with the EAs intervening in the selection. Strict selection criteria, developed jointly by the EAs and their counterparts, constitute a sound means to address this problem, as well as active participation of both parties in the screening and selection.

Loss of institutional memory associated to “brain drain” and premature departure of trained resources are recognised as important challenges. To mitigate the impact of staff turnover and retain the knowledge acquired in learning activities, some countries request that trainees become trainers and leave an institutional memory of their TRTA/CB activities. Reporting of training received and organisation of internal sessions to disseminate knowledge within the immediate staff and other circles of the organisation are proven good

practices. A risk mitigating approach used by at least one EA has been to leave training material in writing that can be consulted by new officials, as well as post the information online to make it widely available.

The biggest risk on the operational side is lack of funds to continue with TRTA/CB activities. The EAs' strategy in this regard has been to try to leverage funds from other donors. This approach has been successful in a number of projects.

### **6.3 Adequacy of Reporting**

The evaluation team observed that quality of reporting varied substantially from one EA to the next. In most cases, the structure and format of reports allowed for the presentation of at times large amounts of data on the various activities carried out in the projects. However, with some exceptions, most reports were not result-oriented. As such, the reports proved to be of limited use to the evaluation team, as they did not outline the degree to which results had been achieved. Very little information on the achievement of outcomes was generated. As well, the reports featured very little information on the assessment of gender-related and environmental issues.

It should be noted that all program components were designed with an accompanying LFA, produced by a CIDA representative at the initial stage of the program. Output and outcome level results were established for each component, along with some indicators. However, it is not evident to what extent representatives from each EA were involved in the preparation of these LFAs, nor if appropriation and proper coaching were ensured during the process. What comes out clearly, though, is that the LFAs were not systematically used as a basis for monitoring and reporting on results.

The overall limitations seen in the program's reporting have a major complication in the global assessment of program-level results. Since a program LFA was not designed, the evaluation team is left with the impression that each individual component ended up operating in isolation.

### **6.4 Summary of Key Findings**

- Generally speaking, participants in project activities have been satisfied with the human and financial resources assigned to the program. As well, notwithstanding some minor glitches, the program's management has been deemed satisfactory by the key local stakeholders.
- Although the program suffered no major disturbances resulting from poorly-managed risks, the overall risk management approach of the EAs apparently lacked rigour with respect to reporting.
- In several instances, strategies have been introduced to mitigate political risks associated with the program, including change in a country's commitment to the liberalisation of trade, turnover among high-level country officials, changes in government priorities, and lack of support on the part of local partners and targeted stakeholders.
- Mitigation strategies have also been used to counter such institutional/operational risks as turnover among the personnel of the primary stakeholders, inadequate selection of program participants by the beneficiary governments, loss of institutional memory associated with "brain drain" and premature departure of trained personnel, and lack of funds to maintain TRTA/CB activities.
- On the whole, the program generated reports that contain much information. However, the reports are not result-oriented, and this has been a hurdle in the conduct of this evaluation of phase I of the program. As well, even though LFAs were developed for each component of the program, they were not systematically used as a basis for monitoring project progress and reporting on results.

## 7. CROSS-CUTTING THEMES

### 7.1 Gender Equality

It is a well known fact that CIDA is committed to integrating gender equality into all of its policies, programs and projects. The rationale for identifying gender equality as a cross-cutting theme for the Agency is that gender equality is an “important development goal in its own right and is also closely linked with the achievement of other key goals, such as poverty eradication and economic growth.”<sup>33</sup>

Another well-known fact is that countries that undergo trade liberalisation cannot assume that this is done from a premise of equality between women and men. If women are denied the benefits of trade liberalisation, the latter may—and probably will—result in an increase in gender inequality, a cost for women, and an added challenge to poverty reduction. In other words, “[g]ender inequalities, an important but often neglected aspect of human development, mediate the relationship between trade policies and trade performance. Because of pervasive gender discrimination in economic life, men and women are generally affected by trade policies differently.”<sup>34</sup>

Several factors influence the benefits of trade liberalisation for all. The following gender differences deserve close attention when analysing the relation between gender and trade:<sup>35</sup>

- Women and men tend to work in different sectors and produce different goods;
- Women are usually at the lower end of the responsibility and pay scales;
- Women are more likely than men to be active in the informal sector;
- Women have more limited assets than men, including land, capital, credit and marketable skills. Disparities in access to assets are often exacerbated by gender disparities in access to education and training;
- The constraints faced by women may also limit the effectiveness of trade policy changes, meaning that a significant proportion of the population may be unable to respond to the anticipated supply demands;
- Necessary but unpaid family labour is largely performed by women;
- Women continue to be responsible for a larger share than men of the work necessary to maintain families and the labour force (e.g. food preparation, household maintenance and care of the children and the sick). These tasks are a major part of women’s workloads. Where trade liberalisation results in falling incomes, and greater pressures on women to increase income-earning activities, the result can be even greater pressures on women’s time and possibly health and, thus, an intensification of other forms of deprivation.

For all intents and purposes, there is growing recognition that trade liberalisation and trade policy have an impact on gender equality, and CIDA spares no effort to reflect on this issue. In this context, the evaluation team is not convinced that the program has integrated this notion in its design, and that it has paid proper attention to the gender equality principle.<sup>36</sup>

With one exception, all LFAs have addressed such issues with limited quantitative results statements (e.g. “increasing the number of women participating in the activities”). Very little importance was given to these issues in the performance measurement indicators. In fact, the evaluation team found only one project LFA that featured qualitative performance indicators for gender equality, namely:

<sup>33</sup> CIDA. *Gender Equality and Trade-Related Capacity Building: A Resource Tool for Practitioners*. 2003.

<sup>34</sup> United Nations Development Programme. *Making Global Trade Work for People*. 2003.

<sup>35</sup> CIDA. *Idem*.

<sup>36</sup> More insightful and updated information on this important topic is available in the most recent World Survey on the Role of Women in Development (<http://www.un.org/womenwatch/daw/ws2009/>)

- Level of awareness of gender equality reflected in environmental management, practices and decisions;
- Extent to which principles of gender equality are integrated into environmental management and capacity building.

As a consequence, the contribution of the program to gender equality has been mostly limited to the participation of women as participants or experts. In this regard, the data gathered at the level of outputs indicate high levels of female participation, especially in the Caribbean. The only project to address the gender link with fairly adequate attention did make a contribution to raise the level of awareness of gender issues among participants in the activities. Thus:

- Participants were required to discuss gender biases in the negotiations and options to handle them;
- The role of women in the decision-making process was addressed in all educational activities, especially the toolkit on the relation between trade and environment;
- The project activities included discussions on the topic of gender-related issues in the use of chemicals.

A project carried out a gender-based analysis and encouraged human resource development practices to this end, but it failed to mention how and with what strategy the gender issue would be addressed.

Another project did a Gender study for its Caribbean partner, which aimed at determining how women in some sectors (e.g. tourism) can be impacted and how they could be involved in development.

Integrating gender aspects into highly technical areas remains a challenge, and in some cases is not always realistic. An EA suggested in its proposal and workplan, an assessment of relevance of gender issues for each activity.

The evaluation team observed that the EAs put variable emphasis on gender. Their narrative reports feature disaggregated data on male and female participants in the seminars, workshops and training sessions. Participation of women has been strong (both in quality and numbers) in Central American countries and in the Caribbean, but less so in the Andean region. Interestingly, several representatives of partner organisations in Central America and the Caribbean claimed that gender equality was not an issue, and that in fact classroom and workshop rooms often hosted more women than men. Participants in the Caribbean argued that the situation of women was far less critical in the islands than in Central America, whereas participants in Central America insisted on the distinctiveness of their region, claiming that it outperformed the Andean region with respect to gender equality. “We do not discriminate in the projects,” was an often-heard statement.

Several EAs indicated that attention would be paid, in their interventions, to socially- and economically-vulnerable groups such as women, rural constituents, youth, older workers, and migrants. One proposal in particular stated that the project would address gender equality in the context of labour and economic integration, and would add a significant gender component—including women ignored by traditional approaches—in order to provide education and awareness in the Caribbean. An analysis of project reports tends to confirm that this objective was not achieved at the level expected.

Generally speaking, information on the qualitative effects of activities on gender has been practically non-existent. There have been some exceptions, though, such as studies undertaken to analyse the fiscal impact of trade liberalisation in Panama that deployed efforts to adequately address gender issues in their activities. The project proponents produced a study that included a gender analysis and a mapping of production activities among the vulnerable populations of a targeted province. These documents contained substantial information about the relevant actors and institutions, including indigenous and women producers in the agricultural production sector. For the products it had identified, the project also presented comprehensive business plans that examined a full range of topics, from cost analysis to capacity building strategies.

With respect to international trade, primary stakeholders are still in the process of understanding how trade policy has gender-differentiated impacts. This is easier to achieve when attempting to build productive capacity to participate in international trade than when trying to build capacity to analyse and formulate trade policy. The main challenge for primary stakeholders is to understand the linkages between trade policy and social issues, to understand the genuine—and potentially positive or negative—effects of trade liberalisation.

One big obstacle to the development of an introspective approach to gender equality pertains to the lack of reliable analyses and gender-disaggregated data<sup>37</sup>. One of the EAs performed a survey to gather information on the risks associated with the use of agrochemicals and chemicals on women. The survey showed that data were almost non-existent in the region, be they science-based studies or empirical data. Beyond the scope of the program, the EA prepared a report with options to mainstream gender issues into the management of chemicals.

In light of such observations, the capacity to conduct gender-based reflection and analyses of trade policy measures and their impacts should be integrated in capacity building for trade policy development and implementation in the targeted countries. Moreover, it would be important to adopt a more systematic and rigorous approach to the integration of gender equality in the program. Several measures ought to be envisaged in future consideration of the issue, such as:

- Support for gender-related basic studies and policy-oriented research (e.g. regarding the contribution of women workers and women-owned businesses to the economy, and to exports in particular);
- Involvement of women's groups in the design and implementation of TRTA/CB activities;
- Activities that are focused on the informal sector, the microenterprise and indigenous communities, where a high proportion of women are found.

Raising the level of awareness about the gender dimension and dissemination of policy-oriented research on the gender dimension of trade policy should be an integral part of phase II of the TRTA/CB Program.

## 7.2 Environment

The inclusion of environmental obligations in trade agreements poses a challenge to developing countries, as several of these countries lack the human, institutional and financial resources needed to efficiently manage their environment. It is worthy of noting that environmental obligations are subject to trade and monetary sanctions only in some agreements. Discussions have been taking place between agencies and government officials—notably from the Andean and Central American countries—who are willing to discuss and better understand the environmental commitments, social implications and obligations entailed in ongoing trade negotiations with the European Union and the United States. Nevertheless, much ground remains to be covered with respect to this critical issue. Obviously, this has not been a major focal theme within the TRTA/CB Program.

All EAs have policies, principles and directives concerning the environment. However, rarely is this issue referred to in the project descriptions or progress reports, the reason being that very few projects have entry points for environmental issues. The OAS Environment and Trade is the only component in the program that has touched directly on this theme. The idea—and underlying difficulty—is that awareness must be raised about the fact that signing environmentally-binding FTAs brings advantages, because trade is opened to new markets, but also obligations in the form of requests for investment on the part of national industries to reach international standards in clean production. The OAS has concentrated on improving environmental laws. To this end, it has proposed all best practices that are jointly relevant to environment and gender. This contribution has been positively received by all countries in the LAC region.

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<sup>37</sup> Relevant and interesting insights on gender indicators for monitoring trade agreements can be found in a paper by Irene Van Staveren (WIDE paper published in 2007; <http://www.wide-network.org/index.jsp?id=231>).

A study on better practices on how to administer existing environmental cooperation agreements has been addressed, with funds from the program. Furthermore, the latter helped raise awareness of the relationship that exists between trade and the environment. Environment specialists are more familiar with trade implications, and trade experts are also aware of how environmental issues relate to trade. A common language is progressively being established between the trade and the environmental authorities within the countries.

Most countries are still at grips with understanding environmental commitments, social implications, and possible obligations in FTAs and ongoing trade negotiations. CIDA is currently funding such an activity for the Andean Community. In addition, a compilation of environmental provisions found in FTAs is now available online, to support the negotiating themes.

### **7.3 Summary of Key Findings**

- There is reason to believe that the TRTA/CB Program has generally failed to integrate, in its design, the notion that trade liberalisation and trade policy have an impact on gender equality. As well, the program appears to have given improper attention to the gender equality principle.
- The evaluation team found only one project that paid adequate attention to gender issues. Nevertheless, most project activities achieved significant female participation.
- There is a need to raise the level of awareness about the gender dimension and dissemination of policy-oriented research regarding the gender dimension of trade policy.

## 8. OVERALL ASSESSMENT AND CONCLUSIONS

### 8.1 General Conclusion

The TRTA/CB Program was approved in 2003. This first independent evaluation focuses on an initiative with a Can\$18,700,000 budget, which includes projects that were approved in 2005 and executed up to 2009, in countries located in Latin America, Central America and the Caribbean, under the management of six different EAs.

The program focuses on trade policy and human resources development. In a general sense, the relevance and appropriateness of design of the various projects, their performance, the achievement of results, and the management of training activities have been rated positively. It is, however, too soon to aim at long-term impacts. Indeed, once trade policy and a consistent trade regulatory framework are in place, the country—and donors for that matter—will be better equipped to look at private sector development programming that would foster an enabling environment for private sector to reap the benefits of open trade. In other words, trade regulation does not necessarily mean trade development. Only after it has developed and implemented trade policy and consistent trade regulatory frameworks may a country reap the benefits of trade.

The program basically aimed to support the capacity of governments in the targeted region to formulate trade policy, and to negotiate and implement trade agreements. The development and implementation of trade policy and FTAs will take time and additional measures in order to yield benefits and have sustainable impacts for the private sector, so that the latter may take advantage of open trade in the context of globalisation.

#### ***Positive short term results and potential longer-term sustainable results***

Even though its design had limitations and its components were developed, managed and implemented separately, with limited opportunities for cross-fertilisation and knowledge-sharing, the TRTA/CB Program has achieved significant results at the project level. The program has generated a critical mass of relevant projects and activities that will leave positive traces among the partner organisations and countries. It has played a major role in giving access to trade-related expertise and in initiating a critical dialogue to allow stakeholders to become more aware of trade policy issues in LAC countries. Overwhelmingly, its contribution to building the countries' capacity to better understand and analyse trade issues, formulate trade policy and negotiate and implement trade agreements has been recognised.

Given that the countries' priorities were in the area of trade policy analysis and trade negotiations, few CIDA TRCB projects/activities have addressed poverty reduction directly. Such an indirect approach assumes that improvements in the capacity to formulate trade policies and negotiate and administer trade agreements will eventually benefit everybody in an economy, including the poor, through the creation of an enabling environment. Clearly, once this has been achieved, other measures and programs will need to be put in place.

Still, the EAs have raised the level of awareness about the link between trade, development and poverty reduction. As governments requested activities to educate their civil society on trade issues, especially at the beginning of the program, activities addressed this specific aspect. Special studies supported more focused efforts to integrate trade into poverty reduction strategies—examples being the studies that examined the fiscal implications of trade liberalisation and the impact on the labour market, wages and poverty for the OECS countries, as well as the impact of economic partnership agreements on growth and poverty reduction in the Caribbean.<sup>38</sup>

In the projects that did not focus on trade policy and negotiations, the EAs approached the issue of poverty by seeking to improve the competitiveness of small and medium-sized enterprises and marginalised groups, so they may better take advantage of the benefits of trade. This has been done in Panama, Central America and

<sup>38</sup> This particular study has led to action plans for improving growth and competitiveness in the region.

in the Caribbean. The project in Panama offered interesting short-term results, including increased exports at the end of the pilot, identification of actual opportunities for growth, and the creation of an association of six participating small and medium-sized enterprises.

Two projects in the program did have components that targeted poor indigenous producers, for instance, to help them diversify and increase exports, notably through the use of better analysis of international markets. It is too early however to determine how these projects have contributed to improve, on a sustainable basis, the conditions of poor producers and other vulnerable communities. As a result of the program, the EAs have generated a positive cumulative process to build capacity to reduce poverty in the region, through lessons learned, fund-leveraging and synergy-creation with other institutions.<sup>39</sup> Thus, lessons learned from the project for small and medium-sized enterprises in Panama have been taken into account to design a follow-up project in other countries, to disseminate results and prepare strategies for the development of such businesses. Also in Panama, the project with indigenous people benefits 1,200 producers, particularly through alliances with other donors and NGOs. The project in the Caribbean to increase export earnings through the use of intellectual property rights is proceeding via the Caribbean Export Regional (Caribbean Exports). In 2009, with the help of the WIPO, two workshops on the use of intellectual property as a marketing tool for small and medium-sized enterprises took place in Belize and the Dominican Republic.

## 8.2 Success Factors

### ***Flexible management procedures and an iterative approach***

One major conclusion that can be drawn about the TRTA/CB Program is that, in spite of their diverse implementing strategies and management cultures, the EAs share at least one highly-similar particularity related to project design and administration, namely the iterative nature of the processes they have adopted.

### ***Involvement of civil society and the private sector***

One of the major innovations of the TRTA/CB Program has been the involvement and consideration of the private sector. This delicate, but important strategy demands a proper public relations plan on the part of the designers of individual projects, so that all stakeholders may be comfortable with the idea, including Canadian taxpayers.

### ***Customised institutional strengthening***

Some of the projects involved delivering assistance to local institutions, in view of the preparation of proposals for international institutions or the organisation of strategic plans for the near to medium future (which in some cases helped in the preparation of ToRs for infrastructure, re. the IDB/SAT project). The outcome of this work now remains within the beneficiary institutions, in the form of examples and “how-tos.”

To be consistent with the FTAA in the initial stages of the program, the design of such projects had to take into account differences in the size and level of development of participating economies. This design helped the beneficiary countries make adjustments as suggested by the TRTA/CB Program. The EAs involved therefore had to resist the temptation of resorting to “one-size-fits-all” design approaches in a bid to “save time.” Instead, they chose to focus on a limited number of areas, based on their respective comparative advantages.

This evaluation has uncovered evidence that the program has enhanced the capacity to analyse trade policy and to negotiate and administer trade agreements; ensured direct involvement of beneficiaries in developing

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<sup>39</sup> For instance, the lessons learned from the project for small and medium-sized enterprises in Panama have been taken into account to design a follow-up project in other countries, to disseminate results and to prepare strategies for the development of these businesses. Also in Panama, the project with indigenous people benefits 1,200 producers, particularly through alliances with other donors and NGOs. The project in the Caribbean is proceeding via the Caribbean Export Regional (Caribbean Exports).



countries, including officials from departments of trade and other government institutions; and favoured the implementation of the best strategies to mainstream trade into national development strategies.

### 8.3 Future Programming Issues

According to the OECD,<sup>40</sup> TRTA/CB includes assistance to address trade-related constraints related to:

- trade policy environment;
- Policy-making capacities relevant to national, regional and multilateral trade;
- Trade facilitation and support services;
- Export-related capacities and infrastructure;
- Effective market access.

The 6 categories of aid for trade described by OECD (2007) include:

- (i) trade policy and regulation,
- (ii) trade development,
- (iii) trade related infrastructure,
- (iv) building productive capacity,
- (v) trade-related adjustment, and
- (vi) other trade related needs.

The TRTA/CB Program has focused successfully on the first two elements, and several examples are found of good practices in the delivery of assistance financed with CIDA funds. Future programming should concentrate more on the last three elements identified by the OECD<sup>41</sup>, in order to support projects that are instrumental in helping increase the export capacity of countries, and to upgrade standards, infrastructure, and competitiveness, as well as streamline import/export processes.

In trade as in other areas, capacity building requires years of work and coordination on the part of donors, EAs and beneficiaries. Donors and EAs are still struggling to find the best ways to deliver assistance, to evaluate progress made and, more critically, to increase the impact of trade on issues such as poverty reduction and sustainable development. This evaluation has identified valuable lessons learned that could be applied to future programming.

With respect to poverty, it will be important that future TRTA/CB projects complement national strategies for poverty reduction. While becoming more sophisticated in their approach to trade policy, countries have learned to analyse the impacts that different trade policies have on improving the people's income and welfare. As they move to build productive capacity and competitiveness, CIDA projects can focus increasingly on targeting the poor by working directly with small producers and/or engaging associations that represent the latter in the projects. Since this approach is still being debated, supporting studies on the best means of dealing with the poverty dimension implications of trade policy at the national and regional level would be another interesting contribution of CIDA's future programming.

<sup>40</sup> OECD. *The DAC Guidelines: Strengthening Trade Capacity for Development*. 2001. <<http://www.oecd.org/dataoecd/46/60/2672878.pdf>>.

<sup>41</sup>In addition to the comprehensive "Aid for Trade Global Review 2009" ([http://www.wto.org/english/tratop\\_E/devel\\_e/a4t\\_e/global\\_review09\\_e.htm](http://www.wto.org/english/tratop_E/devel_e/a4t_e/global_review09_e.htm)), a series of very interesting documents have recently been made public on issues related to evaluation and managing for results of Aid for Trade initiatives:

1) Managing for results in Aid for Trade (COM/DCD/TAD(2009)4/REV1)

2) How to Evaluate Aid for Trade (COM/DCD/TAD(2009)3)

Another and very insightful document is SIDA's recent Trade Related Assistance Evaluation Report (2009) available at [http://www2.sida.se/sida/jsp/sida.jsp?d=118&a=47035&language=en\\_US](http://www2.sida.se/sida/jsp/sida.jsp?d=118&a=47035&language=en_US)

CIDA needs to seriously support South-South cooperation. Phase I of the program already offered successful examples of this type of cooperation, but further progress could be achieved by bringing more advanced countries to deliver TRTA/CB. Such an approach to international development would enhance the efficiency, relevance, flexibility and adaptability of projects.

## 9. LESSONS LEARNED

This chapter identifies relevant lessons that have been drawn from the evaluation, either at the level of the TRTA/CB as a whole or at the level of the EAs or the primary stakeholders.

### 9.1 Lessons at the Program Level

#### ***Capacity of countries to define needs and articulate projects***

The beneficiary governments that have learned to articulate and prioritise demands for capacity building support projects have seen an improvement in the relevance and appropriateness of the design of their projects. Countries that have allocated resources to relevant initiatives and that have institutionalised the request for cooperation process (e.g. Peru) also have more capacity to articulate TRTA demands, to receive assistance in line with their needs and to succeed at diversifying funding for assistance with various donors.

Countries that have developed a solid basis to address trade-related issues are more mature and better equipped to receive sophisticated, high-level trade-related assistance (e.g. existence of a national strategy in which specific activities are prioritised, thus enabling the country to plan on a short- and long-term basis; existence, within the department of trade, of a unit in charge of TRTA/CB projects that coordinates with local stakeholders and donors; utilisation of external technical assistance to design a national strategy in specific fields, such as intellectual property rights, for example).

#### ***Knowledge of, and sensitivity to, national and regional particularities***

By duly considering the fundamental differences between countries and the regional distinctions among LAC countries, one ensures that the program is adapted to the context and facilitates sounder, better planning of TRTA/CB activities. Thus, adapting the cooperation approaches to the particularities of the distinct regions is of critical importance to the success of the program. In the context of TRTA/CB, “one size fits all” is not a suitable approach.

#### ***Working at both the regional and national levels***

Although the “one-size-fits-all” approach is not suitable, the EAs have mandates that are regional in scope, and this has proven most valuable for the program. Regional work is another way of pooling resources and using limited funds to achieve economies of scale. This approach has the additional benefit of disseminating good practices and creating trade networks—a factor in the long-term sustainability of capacity building activities. Support at the national level is also important to fully apply the acquired capacities. In this respect, the EAs have been able to successfully combine both levels: regional and national.

#### ***Ownership and buy-in***

The inclusion of civil society and the private sector (i.e. associations of private enterprises, independent companies and/or all other forms of organisations that are not public) contributes to the beneficiaries’ global ownership of the projects, and allows for general buy-in among the beneficiary countries. Local ownership has been ensured by means of various consultation mechanisms with governments, the private sector and civil society and has contributed to the relevance and appropriateness of the design of activities, and very likely also to more effective project delivery.

Project proposals that have not undergone proper consultation and validation run the risk of being poorly adapted to the local context, which may impede their implementation. Prior to conducting projects, the ToRs of consultants who provide technical assistance ought to be shared and discussed among key people within the relevant staff of targeted organisations. This contributes to better-crafted interventions and to increased appropriation.

By allowing activities to be modified as needed, the flexibility shown by CIDA has enhanced the demand-driven characteristic of the program, hence its prospects for local ownership. Several modalities of assistance (e.g. covering the travel expenses of consultants travel and having the country cover all local expenses) have also helped enhance the sense of ownership.

### ***The importance of coaching in the context of “change management”***

With respect to organisational development and strengthening, the absorptive capacity of the beneficiary institutions is a key element that needs to be closely examined prior to any intervention. Experience proves that institutions cannot all adequately absorb the proposed and agreed-upon changes that emanate from TRTA/CB activities. For various reasons, it can be very difficult to achieve the preliminary work prior to an institutional support intervention (e.g. distribution of roles and resources to implement trade policies; delivery of training within line departments). Sound coaching in view of structural change often requires preparations and an early investment in change management efforts, all at a cost—both in time and financial resources. In the long run, however, benefits have been found to be more sustainable.

### ***Sound context knowledge and appropriation: two important conditions to sustainability***

The three-phased approach adopted by certain EAs (i.e. consultation, pre-diagnostics and diagnostics) does not necessarily yield short-term developmental results. Such preliminary steps nevertheless remain essential to gain the full participation of partners, identify key priorities, and ensure ownership over results by project participants. Far from being a waste of time and resources, these steps are representative of a gradual, iterative approach that constitutes a key success factor in achieving truly sustainable development.

### ***Selection of relevant, appropriate participants***

One success factor pertains to the utilisation of rigorous, well-defined, agreed-upon criteria by partner organisations to guide the selection of participants in training sessions, workshops and capacity building activities within projects. Biased criteria (i.e. rewards for good deeds, political links with the deciders, favouritism) are often conducive to mixed results. Best practices regarding selection criteria deserve to be shared amongst EAs, as political challenges need to be recognized as a key challenge.

### ***Communications strategy and scheme***

Solidly-designed communication strategies, capable of guiding the relations between the EAs and beneficiary institutions, as well as between the concerned national stakeholders, are conducive to the success of an initiative. Sound planning of the communication scheme throughout a project (i.e. how the project/subprojects are presented and discussed, or the means by which the deciders are advised of—and persuaded to recognise—the relevance of the program) is essential to prevent misunderstandings, secure buy-in from the beneficiary parties, build institutional memory within the beneficiary institutions, and consequently ensure sustainability.

### ***Financial contribution of the national stakeholders***

A financial contribution (in-kind and/or in nature) may help enhance and/or establish local ownership and buy-in. To optimise positive effects, a financial contribution ought to be planned and accounted for at the design stage, along with any and all costs to be addressed during and after the project. As well, the timely notification of local contributors helps prevent budgetary challenges over the course of a project, as a result of unplanned or unexpected post-project costs.

### ***Politics, commerce and implementation***

A recognised good practice pertains to the conduct of in-depth assessments of the political situation and environment, prior to design and planning stages. Unquestionably, a close, proactive and regular monitoring of political changes (e.g. elections, changes in departments) over the course of a project facilitates quick and urgent decision-making of any sort.

### ***A flexible, non-biased technical assistance mechanism***

CIDA's willingness to adapt budget and activities to the evolution of the trade environment and local politics is recognised as a key success factor. Such demonstration of flexibility has been particularly relevant following the collapse of the FTAA negotiations, due to changing needs and priorities in the countries. For example, this flexibility has proven valuable to support new activities in Peru after the original plan, developed in the context of the FTAA HCP, had lost its validity.

In various countries and projects, the adoption of so-called "open funds," "rapid response" or "rapid execution" mechanisms—in which resources are allocated in light of the objectives exclusively, thus allowing activities to be modified as needed—has proven to be a suitable approach. Such mechanisms have been successfully utilised in the Caribbean and in Central America.

Bias has not inspired CIDA to avoid funding activities that might run against its interests or, conversely, channel assistance towards specific priorities. Appropriate interventions have resulted from capacity building activities that were not aligned primarily with Canada's economic interests, but rather with the needs of the beneficiary countries.

The untied nature of assistance allows the partners of EAs to make use of the best resources available to deliver the assistance, should they be at the national, regional or international level.

### ***Non-exclusive focus on bilateral initiatives***

Capacity building activities have been strongly addressed to support the development of an effective capacity to formulate trade policy in a participatory way, and to integrate the latter in a development strategy—as opposed to supporting the negotiation and implementation of bilateral FTAs with Canada. Although bilateral agreements entail technical assistance commitments, Canada's pledge to provide assistance in the context of the FTAs is similar to engagements made by the now-dormant FTAA or the WTO, and is made "to ensure that countries are capable of representing their trade interests."

## **9.2 Lessons at the Level of the EAs**

### ***Sound knowledge of the region***

By virtue of their long-term relationship with the region, the multilateral EAs hold a comparative advantage to assist countries with TRTA/CB activities. Not only do they know the countries they are working with, but these EAs have helped different governments identify their trade-related needs, by means of the HCP or bilateral technical cooperation groups.

### ***Trust capital***

The EAs are well positioned among governments, primary stakeholders and civil society in general, due to their trade-related technical expertise. Additionally, most governments in the region perceive the EAs to be non-biased partners in the delivery of TRTA/CB. The sound reputation and solid positioning of the EAs in the region are factors that contribute to the establishment of relations that are based on trust and respect, hence leading to positive results.

### ***Leveraging the resources of other institutions and donors or complementing CIDA funds with administrative resources***

Leveraging is a key success factor and a condition for sustainability. Given their situation and vast networks, the EAs have been able to pool the best possible expertise to complement their internal capabilities. They have also sponsored multiple activities, jointly with other donors and international and private institutions—including the WCO, the WTO, the WIPO, the World Bank, the UNCTAD, the ITC, the UNCITRAL, the secretariats of regional organisations, private law firms, universities, and research centres. Additionally, the EAs in Washington or Ottawa have been able to leverage their own internal resources to deliver the best possible assistance to the region.

The TRTA program was instrumental to the preparation of loans funded with IDB ordinary capital, which contributed to widen the scope of activities seeded with CIDA's resources. The distinctive characteristic of the IDB is that it can leverage not only technical assistance like the sister organizations of the Inter-American system, but also lending resources. In the context of the Aid for Trade agenda this may prove to be a key comparative advantage of the IDB.

### ***South-South cooperation and horizontal partnerships***

South-South cooperation constitutes an approach that favours stronger ownership and buy-in, while contributing to enhanced regional capacity. The Washington-based EAs have promoted horizontal cooperation among countries in the region by incorporating more experienced governments in the delivery of TRTA/CB. For instance, Mexico's Secretaría de Economía in Mexico and Instituto Mexicano de Propiedad Industrial and Chile's Dirección General de Relaciones Económicas Internacionales have provided expertise, particularly in the field of intellectual property and administration of FTAs. South-South cooperation is one of the factors that led to better-adapted interventions and long-term sustainability in the region.

Working with national focal points or EA local staff at the country level has proven useful to better coordinate the involvement of multiple stakeholders at the national level, thus enhancing public-private participation in the trade policy-making process. The knowledge brought in by the focal points or EA local staff has helped target relevant participants for seminars, as well as counterparts for each activity.

### ***Assessment of risks***

A recognised good practice pertains to the conduct of in-depth assessments of the political situation and environment, to identify risks prior to the design and planning stages. Unquestionably, a close, proactive and regular monitoring of political changes (e.g. elections, changes in departments) over the course of a project facilitates quick and urgent decision-making of any sort.

In response to the major challenge entailed in ensuring sustainability, measures need to be taken to contain the loss of institutional memory. Rigorous management practices, systematic knowledge dissemination and sharing measures and incentives to retain key human resources who benefit from capacity development (e.g. obligation to remain with the organisation for a certain number of years following training) help slow down the occurrence of brain drain.

## **9.3 Lessons at the Level of the Primary Stakeholders**

### ***Political commitment***

A country's political commitment to free trade translates into the continued use of TRTA/CB and the implementation of related outputs to support participation in international trade. Commitment is a key factor not only within government, but also in the business sector and the civil society. Strong political commitment

to free trade has been an ingredient in the success of TRTA/CB activities in most countries in the region. Any waning of commitment results in delays, cancellations, or withdrawal from TRTA/CB efforts.

***Capacity to articulate TRTA/CB demands at various levels (national and local) and to integrate them into national trade strategies***

Ideally, the capacity to articulate TRTA/CB demands and integrate them into national trade strategies must result in operational strategies that identify the needs and priorities and the technical assistance actions that would help remove constraints. Instrumental in the success of CIDA's program is the fact that needs had been identified beforehand in national trade capacity building strategies, developed in the context of either the HCP or bilateral technical cooperation groups created in view of FTA negotiations. The OECS used to have an advisory committee, however, the countries that have gained the most from TRTA/CB are those that have gone beyond such instruments and built the proper national mechanisms.

The case of Peru is illustrative of the extent to which the capacity to articulate demands may benefit a country. Since 2006, Peru has devoted human resources to build an institutional capacity within the department of trade, to manage trade-related cooperation. A trade expert heads this unit, which acts as domestic focal point to coordinate relationships with the EAs, other donors and local stakeholders. Peru made use of CIDA's cooperation funds to carry out a needs assessment pertaining to sanitary and phytosanitary measures and intellectual property and to improve its strategy. The country is now working with various donors, such as the European Union, USAID, GTZ, CAF and Switzerland.

## 10. RECOMMENDATIONS

### 10.1 Recommendations Addressed at CIDA

The evaluation team recommends the following:

- That building on progress made so far, CIDA apply the lessons learned from the EAs' good practices, as identified in this evaluation exercise, and continue supporting the delivery of TRTA/CB in LAC;
- That CIDA share the lessons learned and best practices derived from this evaluation exercise, seeing that it is best positioned to act as coordinator for these types of activities;
- That CIDA and the CEA involved in the CATRTA gather data and information from the TRTA/CB Program (i.e. project profiles, results, names and coordinates of experts/trainers/facilitators, list of TRTA/CB activities) and incorporate and systematise the latter in a database, with a view to retaining, and building upon, the vast amount of intelligence assembled over the course of the program.
- That CIDA adopt a more proactive role, notably in view of the CATRTA. Specific efforts should be deployed by CIDA and the EAs to maintain constant communications and cross-fertilisation between initiatives carried out by the partners.
- That CIDA devise and adopt for the program a simple, standard results-based design, planning, management and reporting toolbox to ensure that results are correctly and adequately defined, along with proper indicators at the program level and at the level of individual projects. The logic, link and correlation between project-level results and their contribution to program-level results should be clearly spelled out;
- That CIDA assist partners in developing a harmonised system for monitoring and evaluating the program. The EAs and primary stakeholders do not all monitor or evaluate the results of their TRTA/CB activities or assess their effectiveness. Projects/activities carried out by the EAs should feature a built-in evaluation methodology, to avoid lack of data and time-lags in the evaluation. This could involve performing a diagnostic check, and analysing those needs against the stated objectives of the program;
- That CIDA develop a benchmarking scheme and a gap analysis, as some agencies do, to establish a baseline against which success will later be measured;
- That CIDA develop a tracking and follow-up mechanism, in order to properly measure what participants in workshops are doing and learning, and how they use the knowledge to bring positive changes in their respective working environments. To maintain reasonable costs of such an endeavour reasonable, tracking could be carried out with a representative sample of participants in selected activities.
- That, in view of the CATRTA program, CIDA set aside sufficient and necessary resources to retain the services of an independent program monitor who would be well versed and experienced in RBM. The role of this monitor would be two-fold: to coach the EAs—and potential national and regional partners—in developing appropriate RBM tools in support of design, planning, management and reporting activities; and to monitor program and project results at the output and outcome levels;
- That CIDA plan for resources allowing a program manager at headquarters who would exercise a more hands-on control over some key elements of the program, namely: coordination among



partners/stakeholders; as well as the development of a trade-related dynamic institutional memory in which ongoing experiences would be regularly fed and constantly shared and disseminated between, and among, the concerned parties;

- That CIDA provide opportunities for submitting feedback, and create mechanisms to facilitate dialogue, knowledge-sharing, and exchange of best practices among the EAs. Countries, too, should be given an opportunity to share and learn from the experiences of the EAs and other countries, with respect to TRTA/CB;
- That CIDA invest resources to raise the level of awareness about the gender equality dimension. This could be achieved through: the dissemination of policy-oriented research on the gender dimension of trade policy; support for gender-related basic studies and policy-oriented research (e.g. regarding the contribution of women workers and women-owned businesses to economic well-being, in particular exports); an increase in the participation of women's groups in the design and implementation of TRTA/CB activities; and focused activities in the informal sector, in micro-businesses and in indigenous communities, where a high proportion of women are found;
- That CIDA contribute with studies and opportunities for learning from other donors and the EAs with respect to the development of gender equality, poverty reduction, and environment strategies for the program;
- That CIDA consult, and work more closely with research centres in the Americas—including Canada's International Development Research Centre—with respect to partnerships for trade policy and trade development in the region;
- That, with the help of the EAs, CIDA develop a clear communications strategy to effectively circulate the objectives and expected results of the program among all parties.

## 10.2 Recommendations Addressed at the EAs

The evaluation team also recommends the following:

- That capacity building processes and activities in a regional context be improved by grouping countries based on their level of advancement with respect to trade-related themes;
- That the project-level EAs develop a simple and effective communications strategy, and convey clearly the origin of their funds to the beneficiaries;
- That the project-level EAs support the structuring or strengthening of trade cooperation units within the ministries responsible for TRTA/CB. Once in place, such units would be responsible for needs identification, facilitation of the built-up of projects and activities, and coordination among various donors.

## 10.3 General Recommendations Regarding Programming Themes and Areas

Finally, the evaluation makes the following general recommendations:

- CIDA should ensure that CATRTA projects are coherent and integrated within key global orientations at the national and regional levels in the targeted areas, so that projects selected through the CATRTA program be closely aligned with the PRSP (Poverty Reduction Strategy Paper) and CDPF (Country Development Programming Framework);

- CIDA should ensure that complementarities between the CATRTA and other major relevant CIDA (and other donors) initiatives in the region such as the recently approved CSR Andean Regional Initiative (related to the extractive sector) and the Technical and Vocational Education and Training (TVET) for example are systematically analysed and encouraged;<sup>42</sup>
- That CIDA pursue or renew the channels of collaboration and coordination for TRTA/CB activities in the region with the multilateral organisations in Washington—the ECLAC, the IDB and the OAS. For example, CIDA may notably capitalize on IDB’s ability to mobilize lending resources for capacity building in addition to grant resources.
- That further support be granted for the identification of the countries’ needs, as was done in Peru, in order to enhance the relevance and appropriateness of project design, enhance the effectiveness of aid, avoid overlapping, and facilitate the conduct of sound evaluations, in support of future activities. To this end, it would be useful to support the structuring or strengthening of trade cooperation units, within ministries of trade or other entities responsible for TRTA/CB;
- That the representatives from entities involved in trade be given even more opportunities to participate in the design and implementation stages of projects;
- That EAs improve communication with key officers in different entities, through field staff or national focal points, while maintaining political contacts with top-ranked officers in the various ministries. The continuity of projects in a country is ensured by exercising political leverage with this country’s authorities. While it did not resolve all problems, such a tactic has yielded very good results with respect to sustainability;
- That a spending cap be established for each country when working in a regional context with more than one country, and when using demand-driven processes to select projects (e.g. rapid response mechanisms). Some countries and institutions are quicker and better than others at presenting projects and project ideas, but this does not necessarily mean that the latter are more in need. Unless a cap is set before allocating the funds, the most efficient countries will capture all of the EAs’ attention, energy and resources, which could have an adverse effect on the outcome of other projects in other countries. The establishment of a cap (as was the case with the rapid response mechanism) forces the most energetic countries and institutions to select proposals wisely, and gives more time to the least-prepared countries and institutions to put together more proposals and/or proposals of better quality. Countries of concentration such as Haiti, Nicaragua and Bolivia should be given preference and should benefit from a higher cap;
- That wherever possible, the EAs continue using local and regional experts to deliver training and technical assistance, in order to use local and regional knowledge as a basis for improving the sustainability of results. The program has promoted horizontal cooperation in the region by bringing non-donor countries to deliver assistance, as seen in Mexico and Chile. On the other hand, international experts would be preferable in other situations, because these individuals get more respect from the participants;
- That consideration be given to granting fellowships in trade policy graduate programs to LAC high-level officials, including trade-related university programs delivered in the community of Spanish-speaking countries.

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<sup>42</sup> Training activities carried out through TVET for example could potentially address capacity development needs identified within the CATRTA. The link between the CSR Initiatives within the extractive sector and trade is evident. Both programs will gain in regularly “talk to each other”.

- That the EAs maintain their efforts to support governments in incorporating civil society in trade policy-making and trade development initiatives. The TRTA/CB phase II programming could involve support to civil society, and aim at better positioning civil society organisations so that they may take advantage of trade and fully participate in trade negotiations, and subsequent implementation of trade agreements.
- That consideration be given to bringing together high-level officials from the region's ministries of trade to participate in an in-depth analysis of the link between trade policy and trade development, poverty reduction, gender inequality and environmental protection, so that these officials may better prepare their country for upcoming projects that focus on these areas.<sup>43</sup>
- That support be maintained for regional activities, organisations and networks in order to improve the sustainability of trade capacity activities—even though TRTA/CB is likely to become more focused at the national level, as the needs of the countries evolve in the sense of building productive capacity to take advantage of trade liberalisation.
- That, as suggested by several countries consulted in the evaluation, trainees be encouraged to become trainers and to imprint an institutional memory of activities in which they take part, in an effort to mitigate the impact of staff turnover and retain the knowledge acquired in learning activities. (For instance, Panama has decided to ask officials to report in writing on their training and to organise in-house sessions to disseminate their newly-acquired knowledge.)

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<sup>43</sup> The IDB for example already does significant work in this area by, amongst others measures creating space for fora like regional policy dialogues and other knowledge sharing and public goods activities. CIDA may want to partner with the IDB to further this agenda in the region.

## **ANNEX 1 – Terms of Reference Prepared for the Evaluation (Abridged)**

Three separate ToRs were prepared for the evaluation, in view of the selection of a Senior Consultant – Specialist in CIDA evaluations (“Senior Consultant”), a Consultant – Trade policy and trade-related technical assistance (“TRTA Consultant”), and an Assisting Consultant – Trade policy and trade-related technical assistance (“Assisting Consultant”). All three ToRs shared a common core, which is featured below along with elements specific to each version.

### ***Background and program description***

CIDA’s Americas Branch Trade Program was established in 2003 with an estimated budget of Can\$23.2 million to respond to the TRTA needs of countries in the hemisphere with respect to the FTAA and other regional or bilateral FTAs. Of the total Can\$23.2 million, BMI manages Can\$18.7 million, and the Commonwealth Caribbean Division manages Can\$4.5 million.

The FTAA, through its CGSE, established the HCP as the means to respond to the TRTA needs of the smaller economies in the hemisphere. The main instrument of the HCP is the NTCBSs. These strategies identify and prioritise TRTA needs, and have been developed by each country requesting technical assistance under the HCP and the Americas Branch Trade Fund.

The program falls under the key agency development results of equitable economic growth, improved governance structures, and building institutional capacity in partner countries by strengthening the capability of countries of the Americas to participate and benefit from the FTAA and bilateral and sub-regional FTAs. The expected outcome of the program is increased analytical capacity regarding trade opportunities and challenges used as a basis to develop trade-related policies and capacities.

The portion of the program/fund managed by BMI involves work with the OAS, the ECLAC and the IDB. These three institutions make up the Tripartite Committee, which provides analytical, technical and financial support for trade-related matters to countries in the region. The program also involves work with other federal government departments and a private firm to deliver projects in specific areas such as labour, customs and sanitary and phytosanitary measures.

### ***Rationale***

Trade liberalisation, when accompanied by complementary macro-economic and social sector policies, can contribute to economic growth and poverty reduction in developing countries. Smaller developing economies, however, require special attention. Providing TRTA/CB support to the right actors at the right time is expected to provide these more vulnerable countries with the necessary skills, knowledge and infrastructure to help them negotiate and implement better and lasting trade agreements. The program also sought to take advantage of the opportunity to follow up on CIDA’s aid effectiveness agenda in several areas such as policy coherence, local ownership, building capacity and facilitating economic growth.

### ***Components***

The major program components were designed to address short- and medium-term needs through several channels by building the capacity of small economies to negotiate and implement trade agreements [see Table 1 of this report for a description of the major program components].

***Purpose of the evaluation***

The purpose of this assignment is to evaluate the TRTA/CB activities of CIDA's Americas Branch Trade Program (BMI portion) in order to identify the extent to which results were achieved, and extract lessons learned. The Government of Canada has an ongoing commitment to provide TRTA/CB to trade partners that request it. With this in mind, an evaluation of current trade program projects will be a key component in determining optimal strategies for a new trade program dealing with TRTA, presently under consideration.

***Scope and focus***

The Senior Consultant will conduct an evaluation of some or all of the Americas Branch Trade Fund projects, namely projects with IDB (XA-032132), ECLAC (XA-032383), OAS Phase 2 (XA-032191), OAS Phase 3 (XA-032384), OAS Environment and Trade (XA-032382), CBSA (XA-032179), Trade and Labour in the Americas (XA-032463), and SPS Assistance in the Americas (XA-032797). The Senior Consultant will serve as the Lead Consultant. The TRTA Consultant will collaborate with the Senior Consultant in providing expert advice in trade-related capacity building to conduct an evaluation of some or all of the above projects. The Assisting Consultant will assist the Lead Consultant by conducting, under the supervision of the Lead Consultant, field trips to collect information and present the findings on a sample of selected projects. The specific countries and number of projects will be determined by the Lead Consultant, CIDA and the IDB after consultation with other partners, but it is expected that the Assisting Consultant will review between six and ten projects in total. Travel is expected to take place in the following countries: Panama, Costa Rica, Barbados and St. Lucia.

The selection of projects will be done in conjunction with the IDB and CIDA project/evaluation managers, in coordination with the other participating organisations. Should the decision be to evaluate some of the projects rather than all of them, then it would be desirable to include in the selection projects administered by other Canadian government departments as well as by multilateral organisations. Project selection may be guided by the following considerations: representativeness of the sample; and countries and sectors in which CIDA may wish to focus programming in the future.

For the purpose of facilitating project execution, the evaluation will be carried out in two phases. The first phase will entail the development of the work plan and will commence immediately upon the signing of the contract between the consultants and the IDB. The second phase of the evaluation will entail the execution of the approved work plan. However, execution of this phase will be contingent on the availability of funds.

The Senior Consultant will lead the evaluation and collaborate with the TRTA Consultant to design an evaluation framework for the work plan, in accordance with CIDA guidelines for evaluations. The work plan will be approved by CIDA and the IDB. In collaboration with the Lead Consultant, the TRTA Consultant will contribute with oral and written comments to the development of the evaluation framework. The Lead Consultant will be responsible for submitting the work plan to the IDB.

The evaluation is intended to be exploratory and informative and is not meant in any way to sanction the performance of the participating institutions. Moreover, the evaluation seeks not only to determine the extent to which projects financed by the Americas Branch Trade Program have fulfilled the initial objectives, rather—and even more importantly—it seeks to extract lessons learned from the experience for Canada's future programming that will benefit the countries of the region.

With a view to producing and being accountable for the evaluation, the Senior Consultant will: lead evaluation activities and collaborate with the consultants hired for the assignment; and will structure evaluation activities so as to report on the following areas, which the consultants will address in the assignment:

- *Achievement of results* – Assess progress made towards the achievement of results at the output levels in order to provide elements for the assessment at the outcome level. Specifically:
  - ❖ Have results contributed to the Agency’s overall goals of poverty reduction and sustainable development?
  - ❖ How has providing technical assistance at the working level and building capacity at the management level yielded different development outcomes?
  - ❖ To what extent are governments of smaller and medium-size economies better equipped to reap the benefits of trade liberalisation?
  - ❖ To what extent has capacity of smaller and medium-size economies to analyse trade policy issues been expanded?
  - ❖ To what extent has capacity of smaller and medium-size economies to participate in international trade negotiations increased?
  - ❖ To what extent has capacity of smaller and medium-size economies to administrate and implement trade agreements improved?
  - ❖ Has there been a significant variance in results achieved between smaller and medium-size economies?
  - ❖ Identify what assessment and recommendations can be made regarding the inclusion of environmental considerations in TRTA and capacity building, as well as lessons learned.
- *Gender equality* – When gender was an explicit objective of the project, to what extent was it possible to identify entry points for gender equality and include them in trade policy-making? At the program level, what assessment and/or recommendations can be made regarding the inclusion of gender considerations on TRTA programs?
- *Cost-effectiveness of results* – Is the relationship between costs and results reasonable at the project level?
- *Appropriateness of design* – To what extent have the concept phases of the projects contributed to better-planned and more efficient projects that are appropriate to the local context? To what extent is the program integrated with broader public sector reforms in each country? To what extent is the program integrated with joint (multi-donor) assistance strategies? Has there been overlap among program projects? To what extent could coordination among trade program projects and institutions be enhanced, given the responsive nature of many of the interventions?
- *Overall program management* – Identify lessons learned and provide recommendations regarding improvements to the design, implementation and delivery of a potential second trade fund. Has resource allocation been appropriate relative to the objectives of the trade program projects?

For his/her part, the Assisting Consultant will carry on structured interviews with projects’ stakeholders in each country, following the template designed by the Lead Consultant. The template will address the following areas in the evaluation: appropriateness of program design; performance; results; sustainability; and overall program management. It is assumed that those five dimensions will make it possible to: ascertain whether the CIDA Americas Branch Trade Program is adequately meeting its objectives in trade capacity development; identify limitations and potential problems in design and implementation of activities at the EA level; extract lessons from the experience of the different stakeholders, CIDA, agencies and beneficiaries. The expected outcome of the evaluation is a report analysing the findings and trends and summarising lessons learned and recommendations. The Assisting Consultant will also support the Lead Consultant in preparing the field trip, compiling and analysing documentary information, constructing quantitative indicators from data obtained from CIDA and the EAs, and writing the final report.

### ***Stakeholder involvement***

Stakeholder participation is fundamental to CIDA evaluations. The consultant(s) are expected to conduct a participatory evaluation providing for meaningful involvement by program partners, beneficiaries and other interested parties. Stakeholder participation is to be an integral component of: evaluation design and planning; information collection; the development of findings; evaluation reporting; and results dissemination.

#### ***List of stakeholders***

- CIDA BMI staff.
- EAs in Washington and in Ottawa. A list of contacts will be provided.
- Officials from various government departments, especially departments of trade and specialised agencies (customs, etc.) in the selected countries. A list of contacts will be provided by each EA for each selected country.

### ***Accountabilities and responsibilities***

CIDA's assigned evaluation manager will represent the Agency during the evaluation. She/he will coordinate the evaluation. The IDB, one of the partners and largest recipient of the Americas Branch Trade Program, will process the financing for the evaluation. Paolo Giordano, Programming Area Coordinator, Integration and Trade Sector, will be the point person at the IDB.

The Senior Consultant is responsible for:

- Planning and coordinating the input of the evaluation team;
- Development of the evaluation matrix;
- Review/development of interview protocols;
- Developing a work plan with defined outputs, including an evaluation framework, for approval by the IDB, in consultation with CIDA and the other participating organisations;
- Conducting the evaluation and day-to-day management of operations;
- Regular progress reporting to the IDB's and CIDA's evaluation manager;
- The production of deliverables in accordance with contractual requirements;
- Coordinating with the TRTA Consultant to define ToRs, activities and outputs of the in-country consultants assisting with fieldwork.

The TRTA Consultant is responsible for:

- Providing expert advice to the Lead Consultant to develop a work plan with defined outputs, including an evaluation framework, for approval by the IDB, in consultation with CIDA and the other participating organisations;
- Conducting the evaluation of some projects in some countries, in close collaboration with the Lead Consultant;
- Regular progress reporting to the IDB's and CIDA's evaluation managers in coordination with the Lead Consultant;
- The production of deliverables in accordance with guidelines set out by the Lead Consultant and contractual requirements;
- Coordinating ToRs, activities and outputs of the in-country consultants in coordination with the Lead Consultant.

The Assisting Consultant is responsible for:

- Conducting selected project interviews in specific countries with projects' stakeholders, following the template designed by the Lead Consultant and in close coordination with the Lead Consultant, and carrying on structured interviews;
- Preparing reports on the countries visited and projects reviewed;
- Supporting the Lead Consultant with information analysis and reporting;
- Reporting regularly to the Lead Consultant.

The Senior Consultant and the TRTA Consultant will report directly to the IDB, but will maintain close contact throughout the evaluation with CIDA's evaluation manager. The Senior Consultant will be accountable for the final evaluation report.

### ***Evaluation process***

The evaluation will be carried out in accordance with the principles, standards and practices set out in the *CIDA Evaluation Guide*.

### ***Evaluation work plan***

The Senior Consultant, in coordination with the TRTA Consultant, will prepare an evaluation work plan that will operationalise and direct the evaluation. The TRTA Consultant will provide expert advice to the Lead Consultant, to help prepare the evaluation work plan. The work plan will describe how the evaluation is to be carried out, bringing refinements, specificity and elaboration to the ToRs. The IDB and CIDA will jointly review the work plan. The IDB will seek CIDA's non-objection prior to the approval of the work plan. Upon approval of the work plan, the IDB and CIDA's evaluation manager will coordinate agreement among the parties involved in the evaluation process. The Lead Consultant will have the responsibility of presenting the work plan to the IDB.

The evaluation work plan will address the following reporting elements:

- Overview of the program/projects;
- Expectations of evaluation;
- Roles and responsibilities;
- Evaluation methodology;
- Evaluation framework;
- Information collection and analysis;
- Reporting;
- Work scheduling.

### ***Field mission***

The evaluation is to include visits to a selection of countries to consult with project stakeholders, and to collect information in accordance with the requirements stipulated in the evaluation work plan. Criteria for country selection should include relevance and representativeness and countries likely to benefit from future TRTA activities funded by CIDA. These include countries with which Canada has recently concluded, or is in the process of negotiating, FTAs, including Colombia, Peru, CARICOM countries, the Dominican Republic and Panama.



The division of labour will be determined by the consultants. In agreement with the Lead Consultant, the TRTA Consultant will conduct field missions to evaluate selected projects in selected countries.

### ***Evaluation report***

The Senior Consultant, in collaboration with the TRTA Consultant, will be responsible for preparing a final evaluation report that describes the evaluation and puts forward the consultants' findings, recommendations and lessons learned. The TRTA Consultant will prepare a report with the findings of the field mission, make recommendations and present lessons learned. The TRTA Consultant will collaborate with the Lead Consultant on the preparation of the final evaluation report. The presentation of results is to be intrinsically linked to the evaluation issues, establishing a flow of logic development derived from the information collected.

A draft of the evaluation report will be presented by the two senior consultants at a workshop to present lessons learned and recommendations from the report. The consultants will organise the workshop in collaboration with the IDB and CIDA. The workshop is expected to last for one day. It will contribute to the consultation activities of the evaluation and serve as a forum for knowledge-sharing among participants from the EAs and other organisations, as applicable. The workshop will be held before the final report is submitted by the consultants, so as to facilitate consideration of the proceedings.

Evaluation results are to bring a focus to the factors set out in the Agency's *Framework for Results and Key Success Factors*.

### ***Deliverables***

The Senior Consultant, in collaboration with the TRTA Consultant, will prepare: an evaluation work plan; and an evaluation report in accordance with standards identified in the *CIDA Evaluation Guide*. The TRTA Consultant will collaborate with the Lead Consultant on the preparation of these deliverables. The submission of the work plan and the reports will be the responsibility of the Lead Consultant.

These deliverables are to be:

- Prepared in English only, except for the final evaluation abstract/executive summary that will be submitted in the official languages of Canada (French and English);
- Submitted to the IDB and CIDA electronically via e-mail and/or on compact disc, in Word;
- Submitted in hard copy format;
- All reports are to be submitted to the IDB and CIDA's evaluation manager.

### ***Draft evaluation work plan***

A draft evaluation work plan, including ToRs for the field consultants, is to be submitted within four weeks of the signing of the contract. One electronic and one hard copy format are to be submitted.

### ***Evaluation work plan***

Within one week of receiving the IDB and CIDA's comments on the draft work plan, the Senior Consultant, in collaboration with the TRTA Consultant, will produce a final evaluation work plan. The TRTA Consultant will collaborate with the Lead Consultant to produce a final evaluation work plan. One electronic and one hard copy format are to be submitted.

### *Draft evaluation report*

The Senior Consultant, in collaboration with the TRTA Consultant, will submit a draft evaluation report for review by the IDB and CIDA within four weeks of returning from mission. The TRTA Consultant will collaborate with the Lead Consultant to submit the draft evaluation report. One electronic and one hard copy format are to be submitted. A workshop presenting the findings of this report will be organised by the consultants, in coordination with the IDB and CIDA.

### *Evaluation report*

Within two weeks of receiving the IDB and CIDA's comments on draft report, the Senior Consultant, in collaboration with the TRTA Consultant, will submit a final evaluation report including an evaluation executive summary. The TRTA Consultant will collaborate with the Lead Consultant to submit a final evaluation report. One electronic and one hard copy format are to be submitted. The Lead Consultant will be accountable for the final evaluation report.

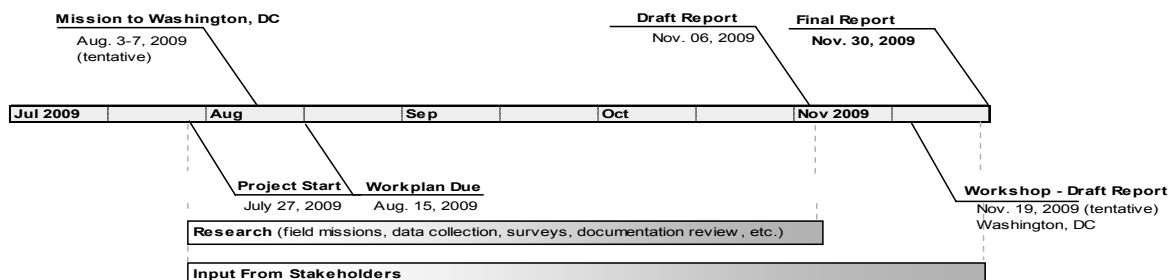
The executive summary is to include the following elements: start and end dates of projects/program; short description; budget, results (output, outcomes, impact); limitations; mitigation strategy; findings, recommendations, lessons learned; and conclusion.

### *Other deliverables*

The Assisting Consultant will prepare: as many country evaluation reports as included in the final version of the work plan approved by CIDA and the IDB; a table with quantitative indicators based on information provided by CIDA EAs; and a summary report on the answers to the questionnaire to the CIDA EAs. These deliverables are to be:

- Prepared in English;
- Submitted to the Lead Consultant electronically via e-mail.

### *Estimated evaluation schedule*



### *Consultant qualifications*

The evaluation will be carried out by a Senior Consultant who will lead the evaluation and a TRTA Consultant. The Senior Consultant is expected to be:

- A senior consultant with experience in program/project evaluation for CIDA and a proven record in delivering professional results;
- Fully acquainted with CIDA's RBM orientation and practices;
- Knowledgeable of CIDA's TRTA/CB programs;
- Knowledgeable of project management principles;

- Experienced in the Americas region;
- Proficient in English and Spanish.

The TRTA Consultant is expected to be:

- A senior consultant knowledgeable of trade policy as well as TRTA/CB;
- Experienced in the Americas region;
- Fluent in English and Spanish.

The Assisting Consultant is expected to be:

- Experienced in data collection and information analysis;
- Experienced in organisation analysis;
- Knowledgeable of trade capacity building programs and the trade agenda in the Western Hemisphere;
- Experienced in the Americas region;
- Fluent in English and Spanish.

## ANNEX 2 – Work Plan Prepared by the Evaluation Team (Abridged)

The evaluation team prepared and submitted a work plan that was reviewed and approved by CIDA and the IDB. This work plan addressed the following topics: background and program overview; objective, scope and expectations of the evaluation; presentation of the evaluation team; evaluation issues and questions; evaluation approach and methodology (including methodology, data gathering and analysis methods, evaluation matrix, quality control mechanisms, and evaluation constraints); breakdown of responsibilities; and timeline of activities and deliverables. Appendices featured: a preliminary TRTA/CB Program logic model; a preliminary list of key documents; a preliminary list of key contacts; a preliminary evaluation matrix; a proposed table of contents for the evaluation report; the evaluation's ToRs; and a mapping of TRTA projects.

Below are relevant elements extracted from the work plan. Where applicable, these elements have been updated to reflect the latest information on hand, as of mid-December 2009.

### ***Evaluation issues and questions***

The following questions will be addressed within the five themes:

- *Appropriateness of design* – Local stakeholder involvement in design and implementation; development linkages; synergy with public sector reform or other policy reform; synergy with other TRTA/CB projects/activities; relevance of projects/activities in the TRTA/CB portfolio of CIDA EAs; timeframe for delivery of the products; relationship between outcomes and indicators of success; awareness of risks and constraints to capacity/institution building; linkages to gender-equality and poverty reduction.
- *Performance/cost-effectiveness of results* – Relationship between budget and outputs; timeframe for producing outputs and achieving results.
- *Achievement of the results* – The extent to which the beneficiary governments are better equipped to: reap benefits of trade liberalisation, analyse trade policy issues, participate in trade negotiations, administer and implement trade agreements, and capacity development results; the extent to which TRTA/CB activities have contributed to the broader objectives of poverty reduction and sustainable development, including environmental considerations (these aspects are of particular relevance to CIDA).

Outputs and outcomes will be analysed. The following are examples of results that could be compiled depending on their availability and relevance:

- ❖ *Outputs/immediate results*: Number of people trained in each country; number of documents, handbooks produced in each country; support to trade negotiators', producers' and traders' capacity; response to changing trade policies and associated market opportunities; technical assistance through short-term/one-off activities with a focus on individuals; longer-term activities with a focus on institutions and the broader policy framework; policies, regulations, and export production processes.
- ❖ *Outcomes/long-term results*: National capacities to understand, negotiate and enforce trade policies; blending of national and inter-country (sub-regional) arrangements to implement program activities; involvement of government institutions, local universities and business schools in trade-related initiatives contributing to capacity building.
- *Sustainability of results* – Continuity of TRTA/CB activities; use of local resources; synergy with public sector reform or other policy reform; synergy with other TRTA/CB projects/activities.

- *Overall program management* – Overall allocation of resources relative to the objectives of the program; quality of reporting (use of RBM and performance indicators); relationship between CIDA and the EAs; utilisation of local resources; engagement of civil society; risk analysis and management (awareness of risks and constraints to capacity/institution building); major critical assumptions identified in every beneficiary country (economic, demographic, strategic, commercial, and institutional) are taken into account.
- *Cross-cutting issues* – Gender equity and equality, poverty reduction and environment will be analysed throughout the project cycle. More precisely the evaluation will address this issue focusing on: identifying entry points for gender equality, poverty reduction and environment; establishing the extent to which the projects contribute to gender equity/equality, to reduce poverty reduction; and establishing the extent to which the projects within the program have a (positive or negative) impact on the environment.

These questions are in line with the *Guidelines on Strengthening Trade Capacity for Development* issued by the OECD.

If and when possible, the evaluation team will examine indices of impact level results and highlight them in the report:

- Linkages between trade, environment, and gender equity;
- Trade liberalisation and expansion can help to reduce poverty;
- Increased capacity of countries to participate in negotiations and implement binding obligations;
- Change in countries' share of world trade;
- Increased share of intra-regional trade;
- Progress towards adoption of key reforms.

## ***Evaluation approach and methodology***

### ***Methodology***

The ToRs made clear that “the evaluation is intended to be exploratory and informative [... and] seeks not only to determine the extent to which projects financed by the Americas Branch Trade Program have fulfilled their initial objectives, rather—and even more importantly—it seeks to extract lessons learned from the experience for Canada’s future programming that will benefit the countries in the region.”

The methodology adopted for this evaluation is based on basic evaluation principles: participation of stakeholders; evidence-based approach; and triangulation of observations and findings. It will comprise the following steps.

### ***Data gathering and analysis methods***

The methodology adopted for this evaluation is designed to meet the requirements and expectations set out for evaluation in the ToRs. There are several steps in the data collection, analysis, and reporting methodology for the evaluation:

- *Step 1: Document and literature review* – The purpose of this phase is to familiarise the consultant with the TRTA/CB Program as a whole, and specifically the program’s eight components, the main stakeholders and partners, and results achieved to date. Files, reports and other documents will be reviewed at CIDA’s headquarters in Gatineau, Canada, and if necessary, at program locations in the selected countries [see Annex 3 of this report for a list of documents that were consulted].

- *Step 2: Work plan* – A key element of an evaluation methodology is the evaluation plan. This evaluation plan is based on the program objectives stated when the program was approved. This plan provides an approach to assess the extent to which those objectives have been achieved, and helps develop an overall picture of evaluation activities so that required staff time and resources can be identified. Just as the program work plan is a roadmap for implementing a program, the evaluation plan provides a roadmap for evaluation activities.

In order to facilitate a rigorous and independent evaluation approach, we propose, first, the construction of a logical model for the TRTA/CB Program (see Exhibit 1 for a preliminary version of this model). This is a visual tool which is used to identify specific evaluation questions and issues. This tool describes the components, resources, and activities and the target groups, the short-term results, beneficiaries and the outputs/immediate results, outcomes/medium-term results, and the ultimate results/impact of the program and the hierarchy links between the program and its eight different components.

The validation of the first evaluation matrix (shown in Exhibit 2) intends to facilitate the participation of the major actors. This represents an opportunity to collectively question the logic and the viability of the TRTA/CB Program and its eight components and build the hierarchy links between the program and its different projects. The final version of the logic model will facilitate review of the specific evaluation questions, the preparation of the interviews protocols, questionnaires, and the focus group agendas relying primarily on qualitative assessments.

- *Step 3: Development of data collection tools* – The basic data collection instruments include an evaluation matrix (see Exhibit 2), which, once approved, will lead to the development of a series of customised interview protocols that will be used with various groups of informants [see Annex 4 of this report for a list of key contacts]. The matrix and interview protocols will focus on the essential issues pertaining to the upcoming evaluation exercise and allow the informants to define and/or validate them. The matrix is essentially based on the questions that were included in the evaluation's ToRs.

The interview protocols will be tailored according to each type of stakeholder to be interviewed and contextual priorities of the program's countries. In keeping with a participatory approach to project evaluation, the evaluation matrix will integrate feedback from project management (CIDA, the IDB and other evaluation partners) into the evaluation tool.

The following table presents a preliminary setup of data collection methods by component.

Component	Data collection methods				
	Document review	Face to face/phone interview	Group interviews	Focus group (To be determined)	Field observations
ECLAC	✓	✓	✓		✓
OAS Phase 2	✓	✓			✓
OAS Phase 3	✓	✓	✓		✓
IDB	✓	✓	✓		✓
OAS Environment and Trade	✓	✓			✓
CBSA	✓	✓			✓
Trade and Labour in the Americas	✓	✓	✓		✓
SPS Assistance in the Americas	✓	✓	✓		✓

- *Step 4: Interviews with key stakeholders in the United States and Canada* – Interviews with key agency stakeholders will be conducted in Washington and Gatineau/Ottawa to obtain qualitative information on the evaluation process. These interviews will provide in-depth information that will allow the evaluation to address the program's achievement of results, as well as its cost-effectiveness, appropriateness of design, incorporation of cross-cutting issues and overall project management. It is expected that the agency-level evaluation will also focus on trends in trade-related activities, project design, assistance strategies more generally, collaboration with other TRTA/CB projects, and relationship with CIDA. The people interviewed by telephone or in person in the United States and Canada will include representatives from the IDB, CIDA, the OAS, the ECLAC, HRSDC, the CBSA, and TDV Global.
- *Step 5: Interview with key stakeholders and field visits to program locations in selected countries* – During the missions, planned September-October 2009, the evaluators will conduct in-person interviews with as many of the main parties involved as possible. The stakeholders will be chosen from among the following: program coordinators in respective countries; government authorities; local experts; national partners; non-governmental organisations (NGOs); universities and research institutions; other professional associations; international partners; and beneficiaries.

The evaluators are dependent on the assistance and support of both Canadian/American partners and in-country program coordinators to help locate key stakeholders and beneficiaries and to provide their contact information and schedule interviews.

The visits to selected countries will consist in consulting with project stakeholders—EAs, direct beneficiaries and civil society—to collect information that allows an assessment of the contribution of projects/activities to creating capacity building, local ownership and sustainability. In both levels of evaluation, the topics of the links between activities and broader issues, such as poverty reduction and gender equality and lessons learned, will be given proper attention.

The number of countries that will be visited will be selected based on several criteria: first those where Canada has recently concluded, or is negotiating, a FTA; next countries with more than one project administered by both multilateral organisations and Canadian partners [see Section 1.2.3 of this report for additional details on the sampling method].

Exhibit 3 presents different mappings and tables that have assisted in establishing the preliminary selection of countries to be visited. It should be noted that new information has been made available to the evaluation team, following internal discussions and interviews with informants from the EAs. Each EA will be responsible for preparing, prior to the consultants' visit to the country, a summary of the projects and the complete list of local stakeholders.

- *Step 6: Presentation of preliminary findings* – Following the field visits, the team will prepare and send a brief mission report to the IDB and CIDA. The report will present preliminary findings structured around the evaluation issues.
- *Step 7: Draft evaluation report* – Once Step 6 has been completed, the evaluation team will prepare the draft evaluation report, which will provide preliminary findings, conclusions, and recommendations. The draft report will integrate elements from the literature review, the document and file review, interviews, data analyses, as well as answers to the questions regarding all areas addressed in the evaluation. This draft report will then be submitted to the IDB, other evaluation partner institutions and CIDA for comments. Upon reception of these comments, the team will prepare the final evaluation report.

A workshop will be organised in Washington to present the main findings, lessons learned and recommendations to the EAs. This workshop may take place following the preliminary report or at the very end of the evaluation process, following approval of the final report. The decision of the timing of the workshop will be taken upon reviewing the preliminary report.

- *Step 8: Final evaluation report* – The final evaluation report will be reviewed and will incorporate, after analysis, the relevant feedback and comments received from the IDB, other evaluation partner institutions and CIDA. In light of this information, the evaluation team will finalise the report according to the ToRs.

### ***Evaluation matrix and indicators***

The evaluation process relies on a matrix (see Exhibit 2) containing all the evaluation questions regarding achievement and cost-effectiveness of results, as well as appropriateness of design, gender equality and overall project management. These questions come with a series of indicators to measure the extent to which these elements have been addressed. The matrix also identifies the data collection methods and matching data sources. All strategies used to collect data for this evaluation will follow the matrix structure and attempt to answer the questions it contains.

Capacity building is hard to measure. A review on evaluation approaches to TRTA/CB indicates that an issue common to TRTA/CB evaluations is the difficulty in finding meaningful quantitative indicators, particularly those that measure the impact and success of projects/activities. In some cases, this issue goes back to project design, since not all LFAs define clearly how the objectives (outcomes) relate to quantifiable indicators. In many instances, the indicators refer to products/outputs (e.g. number of people trained, documents produced or workshops organised) and not to outcomes or impacts. An important factor to take into consideration is that results are long-term and may not readily identifiable, less measurable. Given those problems, this methodology is mostly based on the collection of qualitative data from CIDA, EAs and local stakeholders in selected countries.

However, an effort will be made to construct quantitative indicators to allow the comparison of TRTA/CB activities undertaken by EAs and the discovery of trends that could prove useful to construct the next generation of CIDA programs, such as geographical distribution of TRTA/CB projects/activities, duration, budget, direct beneficiaries, use of national experts, national stakeholders, concentration of TRTA/CB, and preferred type of activities. To this end, EAs will be asked to submit information regarding their TRTA/CB activities by country. Several variables could be considered relevant, including: country; project/activity name; related/project activities in the country (carried out by the informant or by other EAs); focus of intervention (thematic area); general purpose; timeframe for achieving outputs; implementing agency (i.e. national counterpart); beneficiaries, both direct and indirect; use of national consultants, research institutions, universities and other local resources; and activities, outputs and budget.

### ***Quality control mechanisms***

The evaluation will be carried out based on the following principles and practices, to ensure the best quality in data-gathering and data-analysing efforts:

- Stakeholders, in particular TRTA/CB Program staff, partners and beneficiaries, will be clearly briefed and informed on the rationale, objectives and scope of the evaluation, in order to bring all to focus on a constructive evaluation process.
- The evaluation team will promote a participatory approach whereby the primary stakeholders will be actively involved in the data collection process, and observations will be communicated and validated with them as they are drawn. This will also contribute to the learning process associated with such an evaluation exercise.



- The TRTA Program will be examined through two lenses: the strengths and limitations of the organisational structure, policies, and processes; and the implementation of programs and projects, from design and planning to monitoring and evaluation, and achievement of results.
- Interview protocols indicating the key issues and questions will be forwarded to the various stakeholders prior to conducting the interviews.
- An evidence-based approach will be privileged.
- Triangulation of observations will be systematically applied in order to properly validate findings.
- The evaluation will favour pragmatic, feasible recommendations.

### **Responsibilities**

The EAs (i.e. the IDB, the ECLAC, the OAS, the CBSA, the Labour Branch of HRSDC, and TDV Global) will be responsible for the timely production of information needed by the evaluation team to carry out the assignment.

CIDA's evaluation manager and the IDB's project team leader are responsible for providing timely comments to the Lead Consultant, so the evaluation may proceed within schedule.

The evaluation team will be responsible for:

- Developing a work plan with defined outputs, including an evaluation framework, for approval by the IDB, in consultation with CIDA and the other participating organisations;
- Conducting the evaluation;
- Producing regular progress reporting to the evaluation managers of the IDB and CIDA;
- Conducting missions in specific countries;
- Producing deliverables in accordance with contractual requirements;
- Coordinating ToRs, activities and outputs of the in-country consultants assisting with fieldwork.

Specific responsibilities of individual team members are found in the respective ToRs in Annex 6.

### **Timeline of activities and deliverables**

The deliverables and proposed timeframe are presented in the following table:

Activities and deliverables	Deadline
1. Preliminary documentation review	August 2009
2. Start-up meetings	August 2009
3. Draft Evaluation Work Plan	August 2009
4. Development of interview protocols	August 2009
5. Final Evaluation Work plan	August 2009
6. In-depth documentation review	August-September 2009
7. Interviews by telephone and in person	August-September 2009
8. Field missions	October 2009
9. Draft Evaluation Report	Mid-December 2009
10. Presentation of findings to CIDA, the IDB and other evaluation partners	January 21, 2010
11. Final Evaluation report	February 2010

**Exhibit 1**  
Preliminary TRTA/CB Program Logic Model

Goal, purpose and results	Performance indicators	Information sources	Critical assumptions
<b>Goal</b>			
To increase analytical capacities regarding trade opportunities and challenges, used as a basis to develop trade-related policies and capacities		<ul style="list-style-type: none"> <li>• Independent audit</li> <li>• Internal ongoing evaluation reports</li> <li>• Mission visits reports</li> </ul>	<ul style="list-style-type: none"> <li>• TRTA/CB Program contributes to economic growth in targeted countries and sub-regions of South America, Central America and the Caribbean.</li> <li>• Beneficiary governments are committed to TRTA/CB program objectives: poverty alleviation, sustainable development, environmental protection.</li> </ul>
<b>Purpose</b>			
Delivery of a TRTA/CB program		Challenges as a basis to develop trade-related policies and capacities used	<ul style="list-style-type: none"> <li>• Beneficiary governments believe the TRTA/CB program is sustainable.</li> <li>• The Tripartite Committee (OAS, ECLAC, and IDB) provides analytical, technical and financial support for trade-related matters to countries in the region.</li> <li>• Canadian federal government departments (CBSA, HRSDC) and a private firm (TDV Global) deliver projects in specific areas: labour, customs, and sanitary and phytosanitary measures.</li> </ul>
<b>Outcome results</b>			
<ul style="list-style-type: none"> <li>• Increased analytical capacity regarding trade opportunities and challenges to develop trade-related policies and capacities</li> </ul>	<ul style="list-style-type: none"> <li>• Formulation of trade policy</li> <li>• Strengthening of the trade policy process</li> <li>• Legal and policy reforms</li> </ul>	<ul style="list-style-type: none"> <li>• ToRs, Evaluation of CIDA's Americas Branch Trade Program (BMI Portion) RG-T1583 [Note]</li> <li>• Stakeholders' files</li> <li>• Internal audits</li> <li>• Interviews</li> <li>• Surveys</li> <li>• Trade information and private sector access to market information</li> </ul>	<ul style="list-style-type: none"> <li>• Managing the changes created by liberalisation (e.g. negotiation and implementation of trade agreements) is having increased beneficiary governments' attention.</li> <li>• Donors/stakeholders take fully into account the view of direct beneficiaries.</li> <li>• Beneficiary institutions are fully involved.</li> </ul>
<ul style="list-style-type: none"> <li>• Acquisition of capacity to analyse trade policy issues, participate in international trade negotiations and improve administration/implementation of trade agreements</li> </ul>	<ul style="list-style-type: none"> <li>• Custom valuation, administration and trade facilitation</li> <li>• Support for participation in trade negotiations</li> <li>• Implementation and administration of trade agreements</li> </ul>		
<ul style="list-style-type: none"> <li>• Increased analytical capacity and knowledge regarding trade opportunities and challenges used to develop trade-related policies and positions</li> </ul>	<ul style="list-style-type: none"> <li>• Trade education and training of government officials</li> <li>• Increase in the volume and value added of exports</li> <li>• Diversification of export products and markets</li> <li>• Stimulation of investments in trade-oriented industries</li> <li>• Promotion and support of public-private sector dialogue</li> <li>• National export performance</li> <li>• Percentage contribution of exports to Gross National Product</li> </ul>		

**Exhibit 1**  
Preliminary TRTA/CB Program Logic Model

Goal, purpose and results	Performance indicators	Information sources	Critical assumptions
	<ul style="list-style-type: none"> <li>• Export growth per region</li> <li>• Net increase in the number of exporters</li> <li>• Growth in value added of major export products</li> </ul>		
<ul style="list-style-type: none"> <li>• Increased capacity to understand and meet trade-related environmental management challenges</li> </ul>	<ul style="list-style-type: none"> <li>• Improved competitiveness of private firms</li> <li>• Trade promotion strategy</li> </ul>		
<ul style="list-style-type: none"> <li>• Increased capacity of both women and men from CARICOM countries to meet their obligations regarding core labour standards, including gender sensitivity standards</li> </ul>			
<b>Output results</b>			
<ul style="list-style-type: none"> <li>• Technical Assistance and Capacity Building Project (ECLAC) to develop trade-related policies and capacities</li> </ul>	See project LFA		Multilateral and Canadian government agencies can maintain a high level of commitment and reduce the turnover among their project managers.
<ul style="list-style-type: none"> <li>• Technical Assistance to analyse trade policy issues (OAS Phase 2) to improve trade agreements</li> </ul>	See project LFA		
<ul style="list-style-type: none"> <li>• Workshops, conferences, seminars and MITP (OAS Phase 3), a subsequent phase to the previous project</li> </ul>	See project LFA	<ul style="list-style-type: none"> <li>• Ongoing internal evaluations</li> <li>• CIDA operational/field mission reports</li> <li>• OAS files</li> </ul>	
<ul style="list-style-type: none"> <li>• Trade-related technical assistance project (IDB), as identified through the FTAA HCP process, as well as such needs not specifically identified by the FTAA HCP</li> </ul>	See project LFA	IDB operational reports	
<ul style="list-style-type: none"> <li>• Environmental management in chemicals, laws, market-based approaches to biological diversity project (OAS)</li> </ul>	See project LFA	OAS files	
<ul style="list-style-type: none"> <li>• Technical assistance in customs administration and securing trade (CBSA)</li> </ul>	See project LFA	CBSA work plans	
<ul style="list-style-type: none"> <li>• For women and men to implement labour agreements, including gender-sensitive standards in CARICOM</li> </ul>	See project LFA	CARICOM internal reports	
<ul style="list-style-type: none"> <li>• Technical assistance to respond to sanitary and SPS (TDV Global)</li> </ul>	See project LFA	TDV Global files	
<ul style="list-style-type: none"> <li>• Government and private sector capacity regarding trade opportunities increased</li> </ul>			

**Exhibit 1**  
Preliminary TRTA/CB Program Logic Model

Goal, purpose and results	Performance indicators	Information sources	Critical assumptions
<b>Inputs</b>			
<ul style="list-style-type: none"> <li>Financial contribution by CIDA</li> <li>Resources allocation: technical assistance; training; studies; local consultants; international consultants; national consultants; travel</li> </ul>	Can\$18,700,000	<ul style="list-style-type: none"> <li>Evaluation approaches to TRTA/CB [Note]</li> <li>Internal audits</li> </ul>	<ul style="list-style-type: none"> <li>CIDA financial support is sufficient .</li> <li>Multi-agency involvement is well coordinated and efficient.</li> <li>Local stakeholder involvement is sufficient.</li> <li>CIDA and IDB managers give timely comments to the Lead Evaluation Consultant.</li> </ul>
• ECLAC budget	Can\$1,500,000 over 4 years		
• CBSA budget	Can\$3,000,000 over 5 years		
• HRSDC budget	Can\$1,000,000 over 4 years		
• OAS budget	Can\$4,750,000 over 3 years		
• TDV Global budget	Can\$2,200,000 over 3 years		
• IDB budget	Can\$6,250,000 over 6 years		

Note: *Methodology for TRCB Evaluation*. Working Papers No. 3. North-South Institute, 2004.

**Exhibit 2**  
Evaluation Matrix

Principal questions and related questions	Performance indicators	Information-gathering methodologies	Information sources
<b>Relevance/appropriateness of design</b>			
<ul style="list-style-type: none"> <li>To what extent is the program aligned with CIDA's Americas Branch policies and priorities in LAC?</li> </ul>	<ul style="list-style-type: none"> <li>Degree of compatibility of the program with CIDA's policies and priorities in LAC</li> <li>Level of compliance between the program's objectives</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> </ul>	<ul style="list-style-type: none"> <li>CIDA's Americas Branch documents related to policies and priorities in LAC</li> <li>CIDA's Americas Branch Trade Program</li> </ul>
<ul style="list-style-type: none"> <li>To what extent are the projects/activities aligned with CIDA's EA policies and priorities in LAC?</li> </ul>	<ul style="list-style-type: none"> <li>Degree of compatibility of the program with CIDA's EA policies and priorities in LAC</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>Interviews</li> <li>Field observations</li> </ul>	<ul style="list-style-type: none"> <li>CIDA's EA documents related to policies and priorities in LAC</li> <li>CIDA's Americas Branch Trade Program</li> <li>EA staff</li> </ul>
<ul style="list-style-type: none"> <li>To what extent have the local stakeholders been involved in the design of the different projects during the program?</li> </ul>	<ul style="list-style-type: none"> <li>Degree of involvement of the local stakeholders in the design of the different projects during the program</li> <li>Number of local stakeholders involved in design of the projects</li> <li>Level of satisfaction of the local stakeholders concerning their participation in the project design activities</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>Interviews</li> <li>Field observations</li> </ul>	<ul style="list-style-type: none"> <li>CIDA's annual project performance reports</li> <li>EA staff</li> <li>CIDA BMI staff</li> <li>Local program/project staff</li> <li>Context and country analysis</li> <li>Risk analysis and feasibility studies</li> </ul>

**Exhibit 2**  
Evaluation Matrix

Principal questions and related questions	Performance indicators	Information-gathering methodologies	Information sources
<ul style="list-style-type: none"> <li>To what extent do the program/project designs respond to the beneficiary needs?</li> <li>Is the program design based on in-depth analysis of national needs of targeted country?</li> </ul>	<ul style="list-style-type: none"> <li>Existence, type and range of preliminary research on regional and national needs and demand from beneficiary countries</li> <li>Type and range of beneficiary needs and demand</li> <li>Level of participation of local stakeholders in identifying needs and demands</li> <li>Existence and quality of documentation justifying interventions</li> <li>Level of satisfaction of beneficiary country officials with the program design</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>Interviews</li> <li>Field observations</li> </ul>	<ul style="list-style-type: none"> <li>CIDA's annual project performance reports</li> <li>EA staff</li> <li>CIDA BMI staff</li> <li>Local program/project staff</li> <li>Context and country analysis</li> <li>Risk analysis and feasibility studies</li> </ul>
<ul style="list-style-type: none"> <li>Have the designs of the program and projects directly contributed to the achievement of the development outcomes?</li> </ul>	<ul style="list-style-type: none"> <li>Linkages between the program and project designs and the development outcomes registered</li> <li>Number, type and quality of activities designed for the program and projects that contributed to the achievement of development outcomes</li> <li>Type and utility of knowledge acquired by the beneficiaries</li> <li>Level of satisfaction of beneficiary country officials with the planning process</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>Interviews</li> <li>Field observations</li> </ul>	<ul style="list-style-type: none"> <li>Program/project annual narrative reports</li> <li>EA staff</li> <li>CIDA BMI staff</li> <li>Departments of trade in selected countries</li> <li>Local program/project staff</li> <li>Participants/beneficiaries</li> <li>Context and country analysis</li> <li>Risk analysis and feasibility studies</li> </ul>
<ul style="list-style-type: none"> <li>To what extent have the conceptualisation phases of the program contributed to better-planned and more efficient TRTA/CB projects that are appropriate to the local context?</li> </ul>	<ul style="list-style-type: none"> <li>Degree of contribution of program conceptualisation phases to locally-appropriate, more efficient and better-planned projects</li> <li>Number of local stakeholders and informants involved in conceptualisation phases of the program and the building of the contents of the TRTA/CB projects</li> <li>Level of satisfaction of beneficiary country officials with the TRTA provided</li> <li>Adequacy of the capacity building component with the prevailing local context</li> <li>Level of satisfaction of beneficiary with the capacity building sessions</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>Interviews</li> <li>Field observations</li> </ul>	<ul style="list-style-type: none"> <li>CIDA's <i>Evaluation Guide</i></li> <li>CIDA's framework of results and key success factors</li> <li>IDB's Framework of results and key Success Factors</li> <li>Program/project proposals</li> <li>EA staff</li> <li>CIDA BMI staff</li> <li>Local program/project staff</li> <li>Context and country analysis</li> <li>Risk analysis and feasibility studies</li> </ul>
<ul style="list-style-type: none"> <li>To what extent is the program design integrated with broader public sector reforms or other policy reforms in each country?</li> </ul>	<ul style="list-style-type: none"> <li>Degree of integration of program design with broader public sector reforms or other policy reforms in targeted countries</li> <li>Quality of communication with other agencies and institutions involved</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>Interviews</li> <li>Field observations</li> </ul>	<ul style="list-style-type: none"> <li>Departments of trade in selected countries</li> <li>Context and country analysis</li> <li>Program/project annual narrative reports</li> <li>EA staff</li> <li>CIDA BMI staff</li> </ul>
<ul style="list-style-type: none"> <li>To what extent was the timeframe for delivery of design and planning documents and other products reasonable?</li> </ul>	<ul style="list-style-type: none"> <li>Adequacy of the timeframe for delivery of design, planning documents and other products according to the representatives of the EAs</li> <li>Level of satisfaction of EAs with set timeframe for design delivery, planning documents and other products</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>Interview</li> </ul>	<ul style="list-style-type: none"> <li>Program/project proposals</li> <li>Program work plan</li> <li>EA staff</li> </ul>

**Exhibit 2**  
**Evaluation Matrix**

Principal questions and related questions	Performance indicators	Information-gathering methodologies	Information sources
<ul style="list-style-type: none"> <li>To what extent is the program design integrated with joint (multi-donor) assistance strategies in TRTA/CB?</li> </ul>	<ul style="list-style-type: none"> <li>Degree of program integration with joint assistance strategies</li> <li>Level of synergy/complementarity of program design with other TRTA/CB projects/activities</li> <li>Number, type and quality of communication mechanisms with other donors in the TRTA/CB sector in LAC during planning stages</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>Interviews</li> <li>Field observations</li> </ul>	<ul style="list-style-type: none"> <li>Departments of trade in selected countries</li> <li>Program/project annual narrative reports</li> <li>EA staff</li> <li>CIDA BMI staff</li> </ul>
<ul style="list-style-type: none"> <li>Has there been overlap among program projects?</li> <li>To what extent could coordination among trade program projects and institutions be enhanced, given the responsive nature of many of the interventions?</li> <li>Has there been flexibility to adapt to the changing trade environment?</li> </ul>	<ul style="list-style-type: none"> <li>Existence of overlap among trade program projects</li> <li>Degree and quality of coordination among trade program projects and institutions</li> <li>Quality and number of decisions taken in accord with policy analysts in beneficiary country</li> <li>Level of satisfaction of policy analysts with degree of flexibility and adaptation of the program/projects with the evolving trade environment</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>Interviews</li> <li>Field observations</li> </ul>	<ul style="list-style-type: none"> <li>Program/project annual narrative reports</li> <li>EA staff</li> <li>CIDA BMI staff</li> </ul>
<ul style="list-style-type: none"> <li>To what extent were the risks and constraints to capacity/institution-building in the countries and/or regions taken into account during conceptualisation phases of the program?</li> </ul>	<ul style="list-style-type: none"> <li>Level of awareness of risks and constraints to capacity/institution-building during conceptualisation phases of the program</li> <li>Existence and quality of risk analysis with proper mitigation strategies identified</li> <li>Decision-making process supported by ongoing risk analysis and monitoring</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> </ul>	<ul style="list-style-type: none"> <li>Program's work plan</li> <li>Program/project annual narrative reports</li> </ul>
<b>Performance/cost-effectiveness of results</b>			
<ul style="list-style-type: none"> <li>To what extent was the timeframe for producing outputs and achieving results realistically designed, considering resources and absorption capacities of the beneficiary institutions and organisations?</li> <li>Was the timeframe for delivery of the products adapted to the political and economic context of each country and/or region?</li> </ul>	<ul style="list-style-type: none"> <li>Capacity of EAs to deliver outputs and achieve results in time</li> <li>Level of adjustment to the country and/or region's political and economic context</li> <li>Perceptions of EAs with regards to timeframe for delivery of products</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>Interviews</li> <li>Field observations</li> </ul>	<ul style="list-style-type: none"> <li>Program/project annual narrative reports</li> <li>EA staff</li> <li>CIDA BMI staff</li> <li>Departments of trade in selected countries</li> <li>Risk analysis and feasibility studies</li> <li>Local program/project staff</li> <li>Context and country analysis</li> </ul>
<ul style="list-style-type: none"> <li>Is the relationship between costs and results reasonable at the project and program levels?</li> </ul>	<ul style="list-style-type: none"> <li>Correlation between planned and actual expenditures</li> <li>Correlation between costs and relevant benchmarks</li> <li>Type and quality of financial management system and tools</li> <li>Quality and timeliness of financial information</li> <li>Relevance and timeliness of financial allocation among projects, considering needs and demands</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>Interviews</li> </ul>	<ul style="list-style-type: none"> <li>CIDA BMI staff</li> <li>Financial reports</li> <li>Other program reports comparing results achieved vs. costs</li> </ul>

**Exhibit 2**  
Evaluation Matrix

Principal questions and related questions	Performance indicators	Information-gathering methodologies	Information sources
<ul style="list-style-type: none"> <li>To what extent were the management teams on the field effective and efficient?</li> </ul>	<ul style="list-style-type: none"> <li>Adequacy of management teams (i.e. number and expertise to respond to program needs)</li> <li>Existence of program-level support for field teams</li> <li>Existence, type and quality of feedback mechanisms</li> <li>Integration of lessons learned from previous evaluations and recommendations</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>Interviews</li> </ul>	<ul style="list-style-type: none"> <li>Program/project annual narrative reports</li> <li>EA staff</li> <li>CIDA BMI staff</li> <li>Departments of trade in selected countries</li> <li>Risk analysis and feasibility studies</li> <li>Local program/project staff</li> <li>Context and country analysis</li> </ul>
<ul style="list-style-type: none"> <li>To what extent did the program succeed in leveraging additional resources?</li> </ul>	<ul style="list-style-type: none"> <li>Number and type of additional resources leveraged</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>Interviews</li> </ul>	<ul style="list-style-type: none"> <li>Program/project annual narrative reports</li> <li>EA staff</li> <li>CIDA BMI staff</li> <li>Departments of trade in selected countries</li> <li>Risk analysis and feasibility studies</li> <li>Local program/project staff</li> <li>Context and country analysis</li> </ul>
<b>Relevance/achievement of results</b>			
<ul style="list-style-type: none"> <li>Have results contributed to the Agency's overall goals of poverty reduction and sustainable development?</li> </ul>	<ul style="list-style-type: none"> <li>Level of contribution towards CIDA's overall goals</li> <li>Agencies and beneficiary countries officials' perceptions concerning the contribution of the program's results to the overall poverty reduction and sustainable development</li> <li>Perceptible changes directly linked to program interventions</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>Interviews</li> </ul>	<ul style="list-style-type: none"> <li>Program/project annual narrative reports</li> <li>CIDA BMI staff</li> <li>EA staff</li> </ul>
<ul style="list-style-type: none"> <li>To what extent is the program capable of carrying out its activities and reaching its objectives?</li> </ul>	<ul style="list-style-type: none"> <li>Number of people trained in each country</li> <li>Number of documents, handbooks produced in each country</li> <li>Support to producers' and traders' capacity</li> <li>Response to changing trade policies and associated market opportunities</li> <li>Technical assistance through short-term/one-off activities with a focus on individuals</li> <li>Longer-term activities with a focus on institutions and the broader policy framework</li> <li>Policies, regulations and export production processes</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>Interviews</li> <li>Field observations</li> </ul>	<ul style="list-style-type: none"> <li>Program/project annual narrative reports</li> <li>EA staff</li> <li>CIDA BMI staff</li> <li>Departments of trade in selected countries</li> <li>Risk analysis and feasibility studies</li> <li>Local program/project staff</li> <li>Context and country analysis</li> </ul>
<ul style="list-style-type: none"> <li>How has providing technical assistance at the working level and building capacity at the management level yielded different development outcomes?</li> </ul>	<ul style="list-style-type: none"> <li>Reasons for different development outcomes at the working and management levels</li> <li>Participants' satisfaction with the technical assistance and capacity development</li> <li>Beneficiary countries officials' capacities to understand, negotiate and enforce trade policies</li> <li>Blending of national and inter-country (sub-regional) arrangements to implement program activities</li> <li>Involvement of government institutions, local universities and business schools in trade-related initiatives contributing to capacity building</li> </ul>	<ul style="list-style-type: none"> <li>Document review</li> <li>Interviews</li> <li>Field observations</li> </ul>	<ul style="list-style-type: none"> <li>Program/project annual narrative reports</li> <li>EA staff</li> <li>CIDA BMI staff</li> <li>Departments of trade in selected countries</li> <li>Risk analysis and feasibility studies</li> <li>Local program/project staff</li> <li>Context and country analysis</li> </ul>

**Exhibit 2**  
Evaluation Matrix

Principal questions and related questions	Performance indicators	Information-gathering methodologies	Information sources
<ul style="list-style-type: none"> <li>• To what extent are governments of smaller and medium-size economies better equipped to reap the benefits of trade liberalisation?</li> </ul>	<ul style="list-style-type: none"> <li>• Degree to which governments of small and medium-size economies are better equipped to reap the benefits of trade liberalisation</li> <li>• Variations in wealth creation from beneficiary countries' exportations since the program's implementation</li> <li>• Type of skills acquired through capacity building</li> <li>• Level of satisfaction with acquired knowledge from the TRTA/CB of the beneficiary countries' relevant officials</li> <li>• Integration of acquired knowledge by beneficiary countries' relevant officials in reaping benefits of trade liberalisation</li> </ul>	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Interviews</li> <li>• Field observations</li> </ul>	<ul style="list-style-type: none"> <li>• Program/project annual narrative reports</li> <li>• EA staff</li> <li>• CIDA BMI staff</li> <li>• Departments of trade in selected countries</li> <li>• Risk analysis and feasibility studies</li> <li>• Local program/project staff</li> <li>• Context and country analysis</li> </ul>
<ul style="list-style-type: none"> <li>• To what extent has the capacity of smaller and medium-size economies to analyse trade policy issues been expanded?</li> </ul>	<ul style="list-style-type: none"> <li>• Degree of expansion in small and medium-size economies' capacity to analyse trade policy issues</li> <li>• Level of participation of trained officials in trade policy issues analysis</li> <li>• Level of satisfaction with acquired knowledge from the TRTA/CB of the beneficiary countries' relevant officials</li> </ul>	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Interviews</li> <li>• Field observations</li> </ul>	<ul style="list-style-type: none"> <li>• Program/project annual narrative reports</li> <li>• EA staff</li> <li>• CIDA BMI staff</li> <li>• Departments of trade in selected countries</li> <li>• Risk analysis and feasibility studies</li> <li>• Local program/project staff</li> <li>• Context and country analysis</li> </ul>
<ul style="list-style-type: none"> <li>• To what extent has the capacity of smaller and medium-size economies to participate in international trade negotiations increased?</li> <li>• To what extent has the capacity of smaller and medium-size economies to administrate and implement trade agreements improved?</li> </ul>	<ul style="list-style-type: none"> <li>• Degree to which small and medium-size economies' participate in international trade negotiations</li> <li>• Type of skills acquired through capacity building</li> <li>• Degree of improvement in small and medium-size economies' capacity to administer and implement trade agreements</li> <li>• Level of participation of trained officials in international trade negotiations, administration and implementation</li> <li>• Increase in the number of trade bilateral and multilateral agreements signed before/after TRTA/CB projects implemented (conducted)</li> <li>• Level of satisfaction of targeted countries officials with acquired knowledge from the TRTA/CB</li> </ul>	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Interviews</li> <li>• Field observations</li> </ul>	<ul style="list-style-type: none"> <li>• Program/project annual narrative reports</li> <li>• EA staff</li> <li>• CIDA BMI staff</li> <li>• Departments of trade in selected countries</li> <li>• Risk analysis and feasibility studies</li> <li>• Local program/project staff</li> <li>• Context and country analysis</li> </ul>



**Exhibit 2**  
Evaluation Matrix

Principal questions and related questions	Performance indicators	Information-gathering methodologies	Information sources
<b>Sustainability of results</b>			
<ul style="list-style-type: none"> <li>• What are the demonstrable effects of the program in the long term?</li> <li>• To what extent are the beneficiary countries' trained officials capable of using acquired knowledge after implementation of the program?</li> </ul>	<ul style="list-style-type: none"> <li>• Increase in national capacities to understand, negotiate and enforce trade policies</li> <li>• Blending of national and inter-country (sub-regional) arrangements to implement program activities</li> <li>• Level of Involvement and contribution of government institutions, local universities and business schools in trade-related initiatives, capacity building and general implementation of the program</li> <li>• Total number of trained persons during the program (for each country)</li> <li>• Local consultations have been carried out during the implementation of the program</li> <li>• Local human resources and infrastructure are used for implementation of the program</li> <li>• Degree of self-sufficiency of local stakeholders in negotiating, signing, administrating and implementing trade agreements after implementation of the program</li> </ul>	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Interviews</li> <li>• Field observations</li> </ul>	<ul style="list-style-type: none"> <li>• Program/project annual narrative reports</li> <li>• EA staff</li> <li>• CIDA BMI staff</li> <li>• Departments of trade in selected countries</li> <li>• Risk analysis and feasibility studies</li> <li>• Local program/project staff</li> <li>• Context and country analysis</li> </ul>
<ul style="list-style-type: none"> <li>• To what extent is the program integrated with broader public sector reforms or other policy reforms in each country?</li> </ul>	<ul style="list-style-type: none"> <li>• Degree of integration of program with broader public sector reforms or other policy reforms</li> <li>• Quality of communication with other agencies and institutions involved</li> </ul>	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Interviews</li> <li>• Field observations</li> </ul>	<ul style="list-style-type: none"> <li>• Departments of trade in selected countries</li> <li>• Context and country analysis</li> <li>• Program/project annual narrative reports</li> <li>• EA staff</li> <li>• CIDA BMI staff</li> </ul>
<ul style="list-style-type: none"> <li>• To what extent is the program integrated with joint (multi-donor) assistance strategies in TRTA/CB?</li> </ul>	<ul style="list-style-type: none"> <li>• Degree of integration with joint assistance strategies</li> <li>• Synergy with other TRTA/CB projects/activities</li> <li>• Number, type and quality of communications with other donors in the TRTA/CB sector in LAC during planning stages</li> </ul>	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Interviews</li> <li>• Field observations</li> </ul>	<ul style="list-style-type: none"> <li>• Departments of trade in selected countries</li> <li>• Program/project annual narrative reports</li> <li>• EA staff</li> <li>• CIDA BMI staff</li> </ul>
<b>Overall program management</b>			
<ul style="list-style-type: none"> <li>• Identify lessons learned and provide recommendations regarding improvements to the design, implementation and delivery of a potential second trade fund</li> </ul>	<ul style="list-style-type: none"> <li>• Identified design, implementation and delivery lessons learned and recommendations</li> </ul>	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Interviews</li> </ul>	<ul style="list-style-type: none"> <li>• EA staff</li> <li>• CIDA BMI staff</li> <li>• Local program/project staff</li> <li>• Program/project annual narrative reports</li> </ul>
<ul style="list-style-type: none"> <li>• Has resource allocation been appropriate relative to the objectives of the trade program projects?</li> </ul>	<ul style="list-style-type: none"> <li>• Congruence between resource allocation and trade program project objectives</li> </ul>	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Interviews</li> </ul>	<ul style="list-style-type: none"> <li>• Narrative program reports (with objectives)</li> <li>• Financial documents</li> <li>• Local program/project staff</li> </ul>
<ul style="list-style-type: none"> <li>• Has reporting been adequate and has it met CIDA standards</li> </ul>	<ul style="list-style-type: none"> <li>• Regularity of reporting</li> <li>• Relevance of reporting</li> <li>• Use of RBM performance indicators</li> </ul>	<ul style="list-style-type: none"> <li>• Document review</li> </ul>	<ul style="list-style-type: none"> <li>• Program/project annual narrative reports</li> </ul>

**Exhibit 2**  
Evaluation Matrix

Principal questions and related questions	Performance indicators	Information-gathering methodologies	Information sources
<ul style="list-style-type: none"> <li>• Has risk analysis and management permitted the implementation of mitigation strategies?</li> <li>• Were these mitigation strategies adequate and have they led to sound and timely decision-making?</li> </ul>	<ul style="list-style-type: none"> <li>• Type of risks identified and corresponding mitigation strategies adopted to reduced potential risks during program implementation</li> <li>• Decision-making during the implementation of the program was based on ongoing risk analysis and management</li> </ul>	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Interviews</li> <li>• Field observations</li> </ul>	<ul style="list-style-type: none"> <li>• Program/project annual narrative reports</li> <li>• EA staff</li> <li>• CIDA BMI staff</li> <li>• Departments of trade in selected countries</li> <li>• Risk analysis and feasibility studies</li> <li>• Local program/project staff</li> <li>• Context and country analysis</li> </ul>
<ul style="list-style-type: none"> <li>• Have major critical assumptions of every beneficiary country been taken into account?</li> </ul>	<ul style="list-style-type: none"> <li>• Preliminary major critical assumptions analysis conducted and taken into account during implementation of the program</li> <li>• Decision-making during the implementation of the program based on major critical assumptions</li> </ul>	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Interviews</li> <li>• Field observations</li> </ul>	<ul style="list-style-type: none"> <li>• Program/project annual narrative reports</li> <li>• EA staff</li> <li>• CIDA BMI staff</li> <li>• Departments of trade in selected countries</li> <li>• Risk analysis and feasibility studies</li> <li>• Local program/project staff</li> <li>• Context and country analysis</li> </ul>
<b>Cross-cutting themes – Gender equality and environment</b>			
<ul style="list-style-type: none"> <li>• To what extent was it possible to identify entry points for gender equality and include them in trade-related policy-making?</li> </ul>	<ul style="list-style-type: none"> <li>• Degree of identification and inclusion of gender equality objectives into trade policy-making</li> <li>• Number of projects targeting specifically women participation</li> <li>• Level of participation of men and women in decision-making process</li> <li>• Capacity of participants to promote gender equality</li> <li>• Existence and level of use of indicators to measure impact on both men and women</li> </ul>	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Interviews</li> <li>• Field observations</li> </ul>	<ul style="list-style-type: none"> <li>• Program/project annual narrative reports</li> <li>• Departments of trade in selected countries</li> <li>• CIDA BMI staff</li> <li>• EA staff</li> </ul>
<ul style="list-style-type: none"> <li>• What assessment and recommendation could be made regarding the inclusion of environmental considerations in TRTA and capacity building, and what lessons learned could be identified?</li> </ul>	<ul style="list-style-type: none"> <li>• Number, type of environmental considerations and recommendations</li> <li>• Lessons learned from TRTA activities</li> </ul>	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Interviews</li> <li>• Field observations</li> </ul>	<ul style="list-style-type: none"> <li>• Program/project annual narrative reports</li> <li>• EA staff</li> <li>• CIDA BMI staff</li> <li>• Departments of trade in selected countries</li> <li>• Risk analysis and feasibility studies</li> <li>• Local program/project staff</li> <li>• Context and country analysis</li> </ul>
<ul style="list-style-type: none"> <li>• To what extent was it possible to identify entry points for environmental issues and sustainable development and include them in trade-related policy-making?</li> </ul>	<ul style="list-style-type: none"> <li>• Number of projects targeting specifically environmental issues</li> <li>• Capacity of participants to promote environment protection and sustainable development</li> <li>• Existence and level of use of indicators to measure environmental impact</li> </ul>	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Interviews</li> <li>• Field observations</li> </ul>	
<ul style="list-style-type: none"> <li>• At the program level, what assessment and/or recommendations could be made regarding the inclusion of gender considerations on trade-related technical assistance programs?</li> </ul>	<ul style="list-style-type: none"> <li>• Identified gender recommendations</li> </ul>	<ul style="list-style-type: none"> <li>• Document review</li> <li>• Interviews</li> </ul>	<ul style="list-style-type: none"> <li>• Program/project annual narrative reports</li> <li>• Departments of trade in selected countries</li> <li>• CIDA BMI staff</li> <li>• EA staff</li> <li>• Female program stakeholders</li> </ul>

**Exhibit 3**  
Mapping of TRTA/CB Components

Budget/ activity/ country	Component							
	ECLAC	OAS Phase 2	OAS Phase 3	IDB	OAS Environment and Trade	CBSA	Trade and Labour in the Americas	SPS Assistance in the Americas
Budget (Can\$)	1,500,000	750,000	2,500,000	6,250,000	1,500,000	3,000,000	974,835	2,200,000
<b>Activities [Note 1]</b>								
Seminars	✓	✓	✓	✓				✓
Conferences								
Forums			✓					
Workshops	✓	✓	✓	✓	✓	✓		✓
Degree			✓					
Studies	✓	✓	✓	✓	✓			✓
Centres		✓	✓					
Unspecified		✓				✓	✓	
<b>Countries [Note 2]</b>								
Guatemala	Proportional effort: 6%					Proportional effort: 22%; closer to 40%		Proportional effort: 31%
CARICOM		The establishment of physical access points to updated trade-related information, through the establishment of 28 CTRCs; activities concentrated in Caribbean countries	Creation of a professional MITP	Big program budget; includes Caribbean countries		Proportional effort: 21% (St. Lucia); closer to 9%	Little information on the project found in the annual project performance report; CARICOM identified as the main region of activities	Proportional effort: 28%
Venezuela	Proportional effort: 6%; it appears some problems affected the project in this country							
Ecuador	Proportional effort: 6%; strong participation in the training sessions		The Andean countries are mentioned as the main region of activities	Post-approval problems with the project				

**Exhibit 3**  
Mapping of TRTA/CB Components

Budget/ activity/ country	Component							
	ECLAC	OAS Phase 2	OAS Phase 3	IDB	OAS Environment and Trade	CBSA	Trade and Labour in the Americas	SPS Assistance in the Americas
Costa Rica	Proportional effort: 6%							Proportional effort: 30%
Peru	Proportional effort: 6%; strong participation in the training sessions		The Andean countries are mentioned as the main region of activities	Post-approval problems with the project due to the project's link to the FTAA process	Little information on the project found in the annual project performance report; Andean countries identified as the main region of activities	Proportional effort: 5%; closer to 7%		
Bolivia	Proportional effort: 6%		The Andean countries are mentioned as the main region of activities	Political events affected the project		Proportional effort: 20%; closer to 10%		
Nicaragua	Proportional effort: 6%; strong participation in the training sessions				The DSD has identified a partnership for a workshop on agrochemicals and gender in Nicaragua, highlighting trade-related aspects			
Dominican R.	Proportional effort: 6%; strong participation in the training sessions		Workshops on economic partnership agreements organised with the World Bank and the CRNM	Nostalgic products and export promotion				
El Salvador						Proportional effort: 22%; closer to 34%		

## Notes:

1. Degree: Professional Master's degree; Studies: surveys, websites, data collection, etc.; Centres: establishment of CTCs; Unspecified: technical assistance activities not specified. The CBSA component also features organisational development.
2. CARICOM: CARICOM/OECS (Belize, St. Lucia); Dominican: Dominican Republic. Approximate number of days for field visits – Guatemala: 2; CARICOM: 4; Venezuela: 2; Ecuador: 2; Costa Rica: 2; Peru: 2; Bolivia: 2; Nicaragua, Dominican R. and El Salvador: unknown.

## ANNEX 3 – List of Key Documents

### **Documentation specific to the evaluation**

*Activity H: Market Access, Non-tariff Barriers and SPS Issues for Certain Exports in the Latin American and the Caribbean Region.*

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CIDA. *Canada-CARICOM Trade And Labour Project – Detailed Project Proposal*. Office For Inter-American Labour Cooperation. June 2006.

CIDA. *CIDA BMI TRTA Partners in the Americas*. BMI-Americas Branch. December 2008.

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IDB. *Strategy to Strengthen Trade Logistics and Trade Facilitation*. Barbados.

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OAS. *Annual Descriptive Report. GS/OAS-CIDA Capacity Building Project A-032384*. April 1, 2005-March 31, 2006. April 1, 2006-March 31, 2007. April 1, 2008-March 31, 2009.

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*Semi Annual Narrative Report – October 1st 2008-March 31st 2009*. XA-32179/7031184

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*Terms of Reference – Senior Consultant: Specialist in CIDA Evaluations*. Evaluation of CIDA's Americas Branch Trade Program (BMI portion) (RG-T1583).

### **Program policy statements and guidelines**

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CIDA. *Organisational Assessment Guide*. June 2006. <[http://www.acdi-cida.gc.ca/INET/IMAGES.NSF/vLUIImages/Performancereview6/\\$file/OA%20Guide-E.pdf](http://www.acdi-cida.gc.ca/INET/IMAGES.NSF/vLUIImages/Performancereview6/$file/OA%20Guide-E.pdf)>.

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### **Other documentation**

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**ANNEX 4 – List of Key Contacts**

Name	Title/Organisation	Agency	Project
<b>Costa Rica</b>			
Jaime Granados	Integration and Trade Specialist	IDB	Support for Trade-Related Capacity Building Projects in Central America and the Dominican Republic
Adolfo Solano		ECLAC	Seminar and capacity building workshop in the field of intellectual property rights
Marvin Rodríguez	Encargado de Cooperación, COMEX	ECLAC	Seminar and capacity building workshop in the field of intellectual property rights
		ECLAC	Capacity building workshops on competitiveness diagnostics and the use of specialized instruments on trade and competitiveness.
Rubén Muñoz Robles	Anterior Director de Cooperación Internacional	OAS Trade & environment	Cluster 2 – This cluster supports the improvement in mechanisms related to the effective enforcement of domestic environmental laws and the implementation of environmental commitments derived from trade agreements.
Luis Mariano Arroyo Sánchez	Senasa	TDV Global	Specified Risk Materials (SRM)
	Senasa	TDV Global	BSE Risk Evaluation
Byron Gurdíán	Senasa	TDV Global	Quarantine Protocols and Equivalency
Fernando Calderón	Senasa	TDV Global	HACCP Prerequisites
Bernardo Calvo,	Senasa	TDV Global	BSE Traceability and Surveillance
Marieta Urefia, LANASEVE	Senasa	TDV Global	Capacity Building in BSE Laboratory Testing Methods
DR. Yayo Vicente S.	Director General SENASA	TDV Global	
Velia Govaere	Vice-Ministry of Economy, Industry and Trade	IDB	Support for Trade-Related Capacity Building Projects in Central America and the Dominican Republic
<b>Guatemala</b>			
Ileana M. Palma de Pierri	Asesora en Comercio, Ambiente, Cooperación y Fortalecimiento de las Capacidades Comerciales	ECLAC	Seminar and capacity building workshop in the field of intellectual property rights
		OAS Trade & environment	Cluster 2 – This cluster supports the improvement in mechanisms related to the effective enforcement of domestic environmental laws and the implementation of environmental commitments derived from trade agreements.
Mynor René Castillo Castañeda	Dirección de Administración del Comercio Exterior, Ministerio de Economía	OAS	Trade Capacity Building Program for the Implementation and Administration of Free Trade Agreements including investor-State dispute settlement
Alexander Cutz (current focal point)	Director. Dir. de Adm. del Comercio Exterior	ECLAC	Capacity building workshops on competitiveness diagnostics and the use of specialized instruments on trade and competitiveness.
		OAS	Trade Capacity Building Program for the Implementation and Administration of Free Trade Agreements including investor-State dispute settlement
		IDB	Support for Trade-Related Capacity Building Projects in Central America and the Dominican Republic
Mirna de Palomo	Official in charge of workshop	ECLAC	Capacity building workshops on competitiveness diagnostics and the use of specialized instruments on trade and competitiveness.



Name	Title/Organisation	Agency	Project
Licda. Liliana Castillo	Asesora del Despacho Superior Superintendencia de Administración Tributaria	CBSA	Customs Capacity Building project in the Americas (CCBPA)
Christian Girón	Jefe del Departamento de Inteligencia Aduanera	CBSA	Customs Capacity Building project in the Americas (CCBPA)
María Elena Avila	Superintendente de Fiscalización y Superintendente interino	CBSA	Customs Capacity Building project in the Americas (CCBPA)
Francisco F, Vasques Collado	. Asesor Defensa Comercial y Propiedad Intelectual Dirección de Administración del Comercio Exterior Ministerio de Economía		
<b>St. Lucia</b>			
Deborah Hackshaw		OAS	"One-stop shop" for investment facilitation in OECS countries
Patricia Joshua	Ministry of Agriculture	OAS	The Professional Master in International Trade Policy
Mr. Herman St. Helen	Acting Comptroller of Customs and Excise Saint Lucia Customs and Excise Department Ministry of Finance	CBSA	Customs Capacity Building project in the Americas (CCBPA)
Debbie Blackman	Head of Finance and Administration	HRSD	Occupational Health and Safety and Export Development in the OECS
Eddie Scotland	OSH expert hired to implement and monitor the project	HRSD	Occupational Health and Safety and Export Development in the OECS
<b>Barbados</b>			
Keith Nurse	Director Shridath Ranphal Center University of the West Indies (UWI)	OAS	The Professional Master in International Trade Policy
Neil Paul	manager research and development University of the West Indies (UWI)	OAS	The Professional Master in International Trade Policy
Sir Hilary Beckles	Principal University of the West Indies (UWI)	OAS	The Professional Master in International Trade Policy
Pamela Coke Hamilton  Telephone: Email: pcoke@iadb.org	Senior Trade Advisor Caribbean Region Inter-American Development Bank IDB	OAS	Caribbean Trade Reference Center (CTRC)
		IDB	Strategy to Strengthen Trade Logistics and Trade Facilitation
Shantal Munro-Knight	CPDC Senior Program Officer	HRSD	Education and Public Awareness on Labour Issues in the Context of International Trade Agreements
Sandra Husbands- Nurubakari	Consultant – Former President of the Barbados Small Business Association	OAS	The Professional Master in International Trade Policy
Dr. Vyjayanthi (Vyju) Lopez	Chief Executive Officer, CROSQ	TDV Global	CROSQ Quality Management System
<b>Key contacts in Washington, D.C., United States of America</b>			
Antoni Estevadeordal	Manager, Integration and Trade Sector,	IDB	IDB- Canada Trade Fund – XA-032132
Paolo Giordano	Programming Area Coordinator, Integration and Trade Sector, IDB	IDB	
Maryse Robert	Project manager, OAS, Chief, Trade Section, Department of Trade and Tourism.	OAS Trade	OAS Trade, Phase 3 – XA-032384, PO# 7037816

Name	Title/Organisation	Agency	Project
Scott Vaughan	Director OSDE, Organization of American States (OAS), SEDI/DSD, General Secretariat Building (GSB)	Environment and Trade, OAS	Environment and Trade, OAS – Department of Sustainable Development (DSD), XA-032382, PO# 7043640
Claudia deWindt	Project Manager, OAS		
	OAS Trade Unit (project completed March 2008)	OAS	Hemispheric Cooperation Program in Trade (A-032191)
Dr. Ines Bustillo	Director, The United Nations Economic Commission for Latin America and the Caribbean (ECLAC)	ECLAC	ECLAC, XA-032383, PO# 7037391
Rex Garcia	Project focal point (Statistics Assistant), ECLAC	ECLAC	
Brickell Pinder	Ministry of Finance Nassau, The Bahamas	IDB	For the IDB project in Bahamas
<b>Key contacts in Ottawa, Ontario, Canada</b>			
Luis Barnola	Senior Program Officer, Inter-American Program (BMI), Americas Branch, CIDA	TRTA	TRTA/CB Program
Angela Willows	A/Project Manager, Canada Border Services Agency, Customs Capacity Building Project in the Americas	CBSA	CBSA, XA-032179, PO# 7044703
Jacqueline Fox	Project Coordinator, CCBPA, CBSA	CBSA	CBSA, XA-032179, PO# 7044703
Pierre Bouchard	Director, Human Resources and Social Development Canada, Inter-American Labour Cooperation	HRSDC	Trade and Labour, HRSDC - Labour Branch, XA-032463, PO# 7045182
Réal Gagnon	Senior Policy Analyst, HRSDC	HRSDC	Trade and Labour, HRSDC - Labour Branch, XA-032463, PO# 7045182
Michael Ennis	Chief Operating Officer and Managing Partner, TDV Global Inc.	TDV Global	SPS Assistance in the Americas, TDV Global, XA-032797, PO# 7044678
Brian McKay	Project Manager, TDV Global Inc.	TDV Global	SPS Assistance in the Americas, TDV Global, XA-032797, PO# 7044678
Eleanor Toews (out of office for most of September)	Project manager (activities in Costa Rica)	TDV Global	SPS Assistance in the Americas, TDV Global, XA-032797, PO# 7044678
Candice Callender	Bilateral and Regional Labour Affairs	HRSDC	Trade and Labour, HRSDC - Labour Branch, XA-032463, PO# 7045182
Ron Higgins	Project Manager (activities in the Caribbean)	TDV Global	SPS Assistance in the Americas, TDV Global, XA-032797, PO# 7044678
<b>Colombia</b>			
Luis Fernando Macias	Director Ejecutivo Instituto Colombiano de Derecho Ambiental	OAS Trade & environment	Cluster 2 – This cluster supports the improvement in mechanisms related to the effective enforcement of domestic environmental laws and the implementation of environmental commitments derived from trade agreements.
Mauricio Acuña	Asesor de cooperación Ministerio de Comercio, Industria y Turismo	ECLAC	Seminar and capacity building workshop in the field of intellectual property rights
		ECLAC	Capacity building workshops on competitiveness diagnostics and the use of specialized instruments on trade and competitiveness.
		ECLAC	Reports and information seminars on trade liberalisation in the context of the development agenda

Name	Title/Organisation	Agency	Project
		ECLAC	Studies and capacity building workshop on market access and the new regulations on maritime and port security and their effect on agricultural exports
Alcira Barrero Salomon	Subdirectora Logística de Exportación PROEXPORT Colombia	ECLAC	Studies and capacity building workshop on market access and the new regulations on maritime and port security and their effect on agricultural exports
Luisa Mejía	Cooperación Internacional Ministerio de Comercio, Industria y Turismo	ECLAC	Seminar and capacity building workshop in the field of intellectual property rights
		ECLAC	Capacity building workshops on competitiveness diagnostics and the use of specialized instruments on trade and competitiveness.
		ECLAC	Reports and information seminars on trade liberalisation in the context of the development agenda
		ECLAC	Studies and capacity building workshop on market access and the new regulations on maritime and port security and their effect on agricultural exports
Damaris Montealegre Díaz	Cooperación Internacional Oficina de Planeación Sectorial Ministerio de Comercio, Industria y Turismo	IDB	Support for the implementation and administration of trade agreements
María Elisa Abril	Oficina de Asuntos Legales Abogada/asesora Ministerio de Comercio, Industria y Turismo	IDB	Support for the implementation and administration of trade agreements
Liz Burgos	Dirección de Inversión Extranjera	IDB	Support for the implementation and administration of trade agreements
María del Pilar Agudelo	Especialista Sanidad Agropecuaria e Inocuidad de Alimentos Oficina del IICA en Colombia	ECLAC	Studies and capacity building workshop on market access and the new regulations on maritime and port security and their effect on agricultural exports
<b>Panama</b>			
Yara Chandek	Director General de Administración de Tratados Comerciales Ministerio de Industria y Comercio - MICI (focal point)	ECLAC	Seminar and capacity building workshop in the field of intellectual property rights
		ECLAC	Capacity building workshops on competitiveness diagnostics and the use of specialized instruments on trade and competitiveness.
Harley Mitchell Moran	Former Jefe de la oficina de Asesoría Legal, Autoridad Nacional del Ambiente – ANAM	OAS Trade & environment	Cluster 2 – This cluster supports the improvement in mechanisms related to the effective enforcement of domestic environmental laws and the implementation of environmental commitments derived from trade agreements
Rosemary Piper	Subdirectora Administrativa Centro Nacional de Competitividad - CNC	OAS	Strengthening SME competitiveness for trade and development in Panama
Delfin Aparicio Vinda	Former project manager at CNC	OAS	Strengthening SME competitiveness for trade and development in Panama
Katia Serracín	Conservas Chiguirí, S. A	OAS	Strengthening SME competitiveness for trade and development in Panama
Luis Polanco Changuinola, Bocas del Toro	CONADES Director Ejecutivo de la Unidad de Coordinación, Changuinola, Bocas del Toro	IDB	Export development strategy for Bocas del Toro Province

Name	Title/Organisation	Agency	Project
Alfredo Luis López	CONADES Changuinola, Bocas del Toro	IDB	Export development strategy for Bocas del Toro Province
Yamil Antonio Thomas	CONADES Changuinola, Bocas del Toro	IDB	Export development strategy for Bocas del Toro Province
Enrique Aparicio Chavarria	CONADES Changuinola, Bocas del Toro	IDB	Export development strategy for Bocas del Toro Province
Isaias Morales Palacio	CONADES Changuinola, Bocas del Toro	IDB	Export development strategy for Bocas del Toro Province
Luzmila Rodriguez	CONADES Changuinola, Bocas del Toro	IDB	Export development strategy for Bocas del Toro Province
<b>Peru</b>			
Ernesto Guevara	Asesor Legal MINCETUR	OAS Trade & environment	Cluster 2 – This cluster supports the improvement in mechanisms related to the effective enforcement of domestic environmental laws and the implementation of environmental commitments derived from trade agreements.
Liliana Honorio	MINCETUR (current focal point & Head of the Cooperation Unit)	ECLAC	Seminar and capacity building workshop in the field of intellectual property rights
		ECLAC	Capacity building workshops on competitiveness diagnostics and the use of specialized instruments on trade and competitiveness.
		ECLAC	Reports and information seminars on trade liberalisation in the context of the development agenda
		ECLAC	Studies and capacity building workshop on market access and the new regulations on maritime and port security and their effect on agricultural exports
		OAS	Trade capacity building program for the implementation and administration of FTAs
Victoria Elmore	Directora Nacional de Asuntos Multilaterales y Negociaciones Comerciales Internacionales MINCETUR	OAS	Trade capacity building program for the implementation and administration of FTAs
Luis Alonso García	TLC Trade and Legal Consulting Estudio Echecopar  Former Foreign Trade Viceminister. Later Partner institution for the OAS activity on Intellectual Property.	OAS	Trade capacity building program for the implementation and administration of FTAs
Leylha Rebaza García	Current Manager Instituto Peruano del Espárrago y Hortalizas - IPEH	ECLAC	Studies and capacity building workshop on market access and the new regulations on maritime and port security and their effect on agricultural exports
Jessica Luna	Integration and Trade Specialist Andean Region	IDB	Support for the implementation and administration of trade agreements (In Colombia)
<b>Mexico</b>			
Alicia Sierra	Former Directora de Seguimiento y Coordinación de Negociaciones Internacionales Secretaría de Economía	OAS	Trade capacity building program for the implementation and administration of FTAs
Carla Bustillos	Instituto Mexicano de la Propiedad Intelectual – IMPI	ECLAC	Seminar and capacity building workshop in the field of intellectual property rights

