

**TRADE-RELATED CAPACITY BUILDING  
FOR ACADEMIA IN AFRICAN  
LEAST DEVELOPED COUNTRIES:**  
DEVELOPMENT OF HUMAN RESOURCES AND POLICY SUPPORT



UNITED NATIONS

NEW YORK AND GENEVA, 2010

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## NOTE

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The Virtual Institute is a programme of the Knowledge Sharing, Training and Capacity Development Branch, in the Division on Technology and Logistics, UNCTAD.

The Knowledge Sharing, Training and Capacity Development Branch cooperates with developing countries through its two sections – the Policy Capacity Building Section and the Human Resources Development/TrainForTrade Section – to build skills and knowledge in the field of trade and development.

Activities are grouped in three capacity-building programmes:

- TrainForTrade
- The Course on Key Issues on the International Economic Agenda
- The Virtual Institute

which provide training and capacity building to policymakers, trade practitioners, and local academic and training institutions in developing countries. Some of these activities are particularly targeting the least developed countries.

**UNCTAD/DTL/KTCD/2010/5**

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## PREFACE

In order to leverage trade as a catalyst of economic development, a country must build capacities to manage its trade development agenda with regard to trade policies and negotiations, as well as productive capacities essential for international competition. Therefore, trade-related capacity building (TRCB) is a prerequisite for trade-driven growth.

This need is particularly acute in the least developed countries (LDCs), which lack a critical mass of qualified experts in the trade area, as well as mechanisms that allow the mobilization of existing human resources to manage the country's trade development agenda. Academic institutions help ease this constraint by providing education and training to current and future trade experts, undertaking research to inform policy-making, and engaging in policy advocacy. Despite the recent establishment of several trade programmes at African LDC universities, support is still needed to further strengthen the human resources base, provide solid institutional anchoring of these programmes, and address the issue of sustainability in terms of funding.

The present study is a contribution to the reflection on TRCB in the specific context of the LDCs in Africa, with a focus on the role of academia, both as beneficiaries and as providers of such capacity-building services. This study maps the TRCB needs of these countries, analyzes the various initiatives and actors involved, with a particular focus on the UNCTAD Virtual Institute, and proposes some considerations for future interventions in TRCB in African LDCs.

The study was prepared under the supervision of Vlasta Macku, Chief of the Policy Capacity Building Section of the Knowledge Sharing, Training and Capacity Development Branch in the Division on Technology and Logistics. It was written by Francis Matambalya, professor of international trade and marketing and former Vi coordinator at the University of Dar es Salaam (Tanzania), and international development consultant in trade and industrial policy, and intellectual property rights. Cora Mezger and Vlasta Macku peer reviewed the study, and comments were also received from Manuela Tortora and Lindane Ndlovu. Susana Olivares edited the study, and Sonia Niznik and Rachad Nassar provided research assistance. The layout was developed by Nora Circosta, who also managed the publication process.

Financial support from the Government of Finland is gratefully acknowledged.

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## LIST OF ABBREVIATIONS

ACBF	AFRICAN CAPACITY BUILDING FOUNDATION
ACP	AFRICAN, CARIBBEAN AND PACIFIC GROUP OF STATES
ACWL	ADVISORY CENTRE FOR WTO LAW
AERC	AFRICAN ECONOMIC RESEARCH CONSORTIUM
AUF	AGENCE UNIVERSITAIRE DE LA FRANCOPHONIE
CIDA	CANADIAN INTERNATIONAL DEVELOPMENT AGENCY
CMA/AOC	CONFÉRENCE DES MINISTRES DE L'AGRICULTURE DE L'AFRIQUE DE L'OUEST ET DU CENTRE
CODESRIA	COUNCIL FOR THE DEVELOPMENT OF SOCIAL SCIENCE RESEARCH IN AFRICA
COMESA	COMMON MARKET FOR EASTERN AND SOUTHERN AFRICA
DANIDA	DANISH INTERNATIONAL DEVELOPMENT AGENCY
DFID	DEPARTMENT FOR INTERNATIONAL DEVELOPMENT (UNITED KINGDOM)
DTIS	DIAGNOSTIC TRADE INTEGRATION STUDY
EAC	EAST AFRICAN COMMUNITY
ECDPM	EUROPEAN CENTRE FOR DEVELOPMENT POLICY MANAGEMENT
EIF	ENHANCED INTEGRATED FRAMEWORK
EPA	ECONOMIC PARTNERSHIP AGREEMENT
ESAMI	EASTERN AND SOUTHERN AFRICAN MANAGEMENT INSTITUTE
EU	EUROPEAN UNION
FAO	FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS
FATN	FORMULA APPROACH TO TRADE NEGOTIATIONS
GATS	GENERAL AGREEMENT ON TRADE IN SERVICES
HRD	HUMAN RESOURCES DEVELOPMENT
HRD–TRCB	HUMAN RESOURCES DEVELOPMENT – TRADE-RELATED CAPACITY BUILDING
ICTSD	INTERNATIONAL CENTRE FOR TRADE AND SUSTAINABLE DEVELOPMENT
IDPO	INDUSTRIAL DEVELOPMENT PROMOTION ORGANIZATION
IDRC	INTERNATIONAL DEVELOPMENT RESEARCH CENTRE (CANADA)
IF	INTEGRATED FRAMEWORK
IITC	INTER-INSTITUTIONAL TECHNICAL COMMITTEE
ILEAP	INTERNATIONAL LAWYERS AND ECONOMISTS AGAINST POVERTY
IPRS	INTELLECTUAL PROPERTY RIGHTS
ITC	INTERNATIONAL TRADE CENTRE
ITTC	INSTITUTE FOR TRAINING AND TECHNICAL COOPERATION
JITAP	JOINT INTEGRATED TECHNICAL ASSISTANCE PROGRAMME
LDC	LEAST DEVELOPED COUNTRY
MBA	MASTER OF BUSINESS ADMINISTRATION
MDG	MILLENNIUM DEVELOPMENT GOAL
MITM	MINISTRY OF INDUSTRY, TRADE AND MARKETING
MTTI	MINISTRY OF TRADE, TOURISM AND INDUSTRY
NETT	NATIONAL ECONOMIC PARTNERSHIP AGREEMENT TECHNICAL TEAM

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## LIST OF ABBREVIATIONS

NGO	NON-GOVERNMENTAL ORGANIZATION
NTP	NEGOTIATIONS THEORY AND PRACTICE
OECD	ORGANISATION FOR ECONOMIC CO-OPERATION AND DEVELOPMENT
OSSREA	ORGANIZATION FOR SOCIAL SCIENCE RESEARCH IN EASTERN AND SOUTHERN AFRICA
PMIT	PROFESSIONAL MASTER OF INTERNATIONAL TRADE
PRSP	POVERTY REDUCTION STRATEGY PAPER
RTA	REGIONAL TRADE AGREEMENT
SADC	SOUTHERN AFRICAN DEVELOPMENT COMMUNITY
SADRN	SOUTHERN AFRICAN DEVELOPMENT RESEARCH NETWORK
SATRN	SOUTHERN AFRICA TRADE RESEARCH NETWORK
SI	SINGAPORE ISSUES
SIDA	SWEDISH INTERNATIONAL DEVELOPMENT AGENCY
TCBDB	DOHA DEVELOPMENT AGENDA TRADE CAPACITY BUILDING DATABASE
TDBM	TRADE DATA BASES AND MODELLING
TP	TRADE POLICY
TPCA	TRADE PROVISIONS OF THE COTONOU AGREEMENT
TPO	TRADE PROMOTION ORGANIZATION
TPR	TRADE POLICY REVIEW
TRADEXA	TANZANIA TRADE EXPERTS ASSOCIATION
TRALAC	TRADE LAW CENTRE FOR SOUTHERN AFRICA
TRAPCA	TRADE POLICY TRAINING CENTRE IN AFRICA
TRCB	TRADE-RELATED CAPACITY BUILDING
TR-HRD	TRADE-RELATED HUMAN RESOURCES DEVELOPMENT
TRIPS	TRADE-RELATED ASPECTS OF INTELLECTUAL PROPERTY RIGHTS
TRTA-CB	TRADE-RELATED TECHNICAL ASSISTANCE AND CAPACITY BUILDING
TT	TRADE THEORY
UN	UNITED NATIONS
UNCED	UNITED NATIONS CONFERENCE ON ENVIRONMENT AND DEVELOPMENT
UNCTAD	UNITED NATIONS CONFERENCE ON TRADE AND DEVELOPMENT
UNDP	UNITED NATIONS DEVELOPMENT PROGRAMME
UNECA	UNITED NATIONS ECONOMIC COMMISSION FOR AFRICA
UNESCAP	UNITED NATIONS ECONOMIC AND SOCIAL COMMISSION FOR ASIA AND THE PACIFIC
UNIDO	UNITED NATIONS INDUSTRIAL DEVELOPMENT ORGANIZATION
UNU-WIDER	UNITED NATIONS UNIVERSITY – WORLD INSTITUTE FOR DEVELOPMENT ECONOMICS RESEARCH
VI	UNCTAD VIRTUAL INSTITUTE
WBI	WORLD BANK INSTITUTE
WIPO	WORLD INTELLECTUAL PROPERTY ORGANIZATION
WITS	WORLD INTEGRATED TRADE SOLUTION
WTO	WORLD TRADE ORGANIZATION





## FOREWORD

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Cognizant of the great need for capable experts to guide Tanzania's trade negotiations, such as those in the World Trade Organization (WTO), as well as Economic Partnership Agreements, Regional Trade Agreements (RTAs), etc., in the early 2000s, Tanzania contemplated designing an appropriate trade programme and integrating it in the curricula of its institutions of higher learning. The idea took concrete shape when the government, through the Ministry of Industry, Trade and Marketing (MITM), secured financial support from the Danish International Development Agency (DANIDA) to implement the project.

I also acknowledge the configuration and support from other institutions that joined hand with the University of Dar es Salaam, which was given the task of designing and institutionalizing such a pioneer trade programme. While it received support from a cross-section of institutions, the University of Dar es Salaam's main intellectual partner in this undertaking was the United Nations Conference on Trade and Development's Virtual Institute. Invariably, being the only LDC founder member of the UNCTAD Vi, Tanzania became the first beneficiary of the Vi's development interventions, and has in this context benefited from the programme for the longest period.

Initial contacts between the Vi and the University of Dar es Salaam were established in 2004 when the Vi was still in its formative phase. For this purpose, a Vi expert visited the University and used the opportunity to make a courtesy call to the MITM, where he met the Minister and Permanent Secretary and other high-ranking officials.

Since then, the University of Dar es Salaam has received a lot of support from the Vi. The university's systematic evolvement and consolidation of its capacity as a capable actor in TRCB is synonymous with its partnership with the Vi.

- From 2004 to 2005, the University received intellectual support for the architecture of the professional Master of International Trade (pMIT) programme. In addition to commenting on the content of programme, the Vi hosted a workshop with Geneva-based institutions to discuss the programme and its design.
- From 2006-2009, the Vi granted nine fellowships to young professionals from the University, to help them develop their Master's and PhD research and proposals. Also, as part of support to Zanzibar to develop its capacity in trade policy management, two more fellowships were granted to young staff from Zanzibar through the University of Dar es Salaam.
- In April 2006, the Vi hosted a Geneva study tour for the 28 fellows enrolled in the first intake of the pMIT programme. The students were accompanied by the programme's promoter and an official from the Ministry of Industry, Trade and Marketing. A second study tour followed in February 2010 involving 18 students, who were also accompanied by 2 staff from the University of Dar es Salaam.
- In 2007 and 2009, the Vi organized two national professional development workshops for university staff: the first one on the use of the World Integrated Trade Solution (WITS) and the second one on trade data analysis.
- Tanzania also hosted three Vi regional professional development workshops for African LDC academics: a workshop on commodities in 2006, a workshop on trade and poverty in 2007, and a workshop on natural resources and economic development in 2010. Additionally, in 2008, junior members of the university's staff participated in a workshop on foreign direct investment, which was held in Uganda.

- Since its launching, the pMIT programme has been receiving support from the Vi in terms of literature, direct teaching of courses by UNCTAD staff or staff from other Geneva-based organizations, and mentoring of research undertaken by junior members of the faculty.

The outcome of this running partnership is that the University of Dar es Salaam has evolved into a stronger institution and is doing a commendable job to spearhead trade-related capacity building in Tanzania, conduct research on trade, and provide advisory and counselling services on trade issues to various stakeholders. Moreover, the graduates of the pMIT have strengthened our country's negotiations capacity, contributing invaluablely to

the way in which we are involved in the negotiations for Economic Partnership Agreement (EPA), East African Community (EAC) Common Market, and the Doha Round of WTO.

The issues highlighted here give useful hints about the effectiveness of the partnership between an international development agency and an LDC. The contribution of the Vi towards developing endogenous capacity in Tanzania to generate and disseminate knowledge and skills on the management of the trade development agenda, which has since been replicated in other African LDCs, is an important undertaking. It should be sustained and strengthened, as long as gaps in trade-related capacities exist in this category of countries.

## INTRODUCTION

Trade can make an important contribution to a country's development, provided that a certain level of trade-related capacities exists. Without such capacities, development efforts cannot deliver the anticipated results.

In order to expedite the process of development in the least developed countries, it is important to eliminate barriers to the creation of sustainable local capacities for the management of the development process and the contribution of trade to the countries' own development. The necessary pre-conditions in this regard include not only the creation of enabling strategies, policies, laws and regulations, but also the building of human resources and institutional capacities to deal with trade. Universities in the LDCs are an integral part of these efforts.

A review of the situation in African LDCs reveals, among other things, the following shortfalls, which impede the process:

- Lack of awareness among executives/decision-makers of the significance of trade and trade education;
- Weak capacities in the public sector to formulate, negotiate and implement trade policies;
- Insufficient knowledge of trade issues in the private sector and civil society constraining their capacity to provide inputs to national policies and negotiating positions;
- Lack of local capacities to research and analyze trade issues, and to generate and disseminate knowledge on trade;
- Scarcity of long-term predictable resources to finance trade-related education and other components of TRCB commensurate with the long-term nature of capacity building.

Bearing in mind the special needs of (African and other) LDCs, already acknowledged in the Marrakesh Declaration of 15 April 1994, a number of actors in the international development arena have responded by supporting TRCB, either through multilateral projects<sup>1</sup> or bilaterally. These actors include the United Nations (UN) and its agencies, bilateral donors, and international non-governmental organizations (NGOs), among others. The type and volume of TRCB provided by various institutions to African LDCs are closely tied to the competencies, mandates, and priorities of provider institutions, and mirror their financial capacities.

Generally, the experience in LDCs with TRCB offered by various institutions, including academia, leads to the following main observations:

- The Human Resource Development (HRD) component of the TRCB is characterized by a prevalence of short-term workshop-type activities. However, effective skills transfer regarding trade-related issues also requires foundation education and research programmes.
- Traditionally, foreign consultants have provided the bulk of services related to the HRD component of TRCB activities, and the involvement of local actors, including those from universities, has been limited. However, as the number of trade experts in LDCs is growing, this practice is slowly changing.
- TRCB activities are predominantly narrowly focused, often designed to address issues related to compliance with international trade rules.
- Most programmes are highly donor-dependent, as they are run on a project basis and are not institutionalized. Long-term institutional capacity building is largely lacking.

One innovative initiative in the area of TRCB is the UNCTAD Virtual Institute's capacity-building project for academia in African LDCs, from which universities from five countries (Ethiopia, Mozambique, Senegal, Tanzania and Uganda), and individual lecturers and researchers from another 12 African LDCs (Benin, Burkina Faso, Central African Republic, Eritrea, Guinea, Lesotho, Mali, Niger, Rwanda, Sudan, Togo and Zambia) have benefited. The Virtual Institute was launched in 2004 to strengthen endogenous local teaching and research capacities of both individuals and academic institutions from developing countries and countries with economies in transition.

The present study aims to:

- Re-visit the subject of trade-related capacity building, highlighting the essential conceptual issues and linkages to the general concept of capacity building/capacity development.
- Examine TRCB in African LDCs in terms of the existing capacity needs in trade analysis and trade-related policy-making, the main characteristics and forms of TRCB activities,

<sup>1</sup> Examples of main multi-donor projects are the Joint Integrated Technical Assistance Programme (JITAP) aimed at 16 African countries (10 LDCs – Benin, Burkina Faso, Malawi, Mali, Mauritania, Mozambique, Senegal, Uganda, the United Republic of Tanzania and Zambia – and 6 non-LDCs), the Trade Capacity Development for Africa project, and the Integrated Framework for Trade-Related Technical Assistance for Least Developed Countries (IF) and its successor, the Enhanced Integrated Framework (EIF).

and the key actors involved in the capacity-building process; specific attention is paid to human resources' needs, training/education activities and local academic institutions.

- In this context, examine a specific case of TRCB – the Vi – and its contribution to academic capacity building in African LDCs.
- Based on this analysis, provide some considerations for future TRCB in African LDCs,<sup>2</sup> including for the activities of the Vi.

<sup>2</sup>The scope of TRCB is so wide that it is not possible to cover all its aspects in the present study. For example, the analysis of the use of information and communication technology-related aspects of TRCB is not a part of it.

The analysis and conclusions of this study are based on the information sources and data collection methods listed below:

- Desk/web research on TRCB in African LDCs in general, as well as on trade-related academic programmes in individual countries;
- Technical materials and the external evaluation of the Vi (Stevens, 2009);
- Questionnaires distributed to Vi member universities in LDCs in 2009 and 2010 and empirical data from the LDC universities that benefited from Vi services;
- Information obtained from UNCTAD staff involved in TRCB, and the secretariat of the Enhanced Integrated Framework;
- The author's own experience of more than 10 years with TRCB in Tanzania and elsewhere, as well as contacts and discussions with policymakers and academics from other African LDCs.

The desk/web research undertaken for this study reveals a lack of up-to-date systematic information about the current status of TRCB in African LDCs (see in particular subsection 2.1.3). In its conclusion, the study therefore proposes areas for future research.

The study is divided into six parts. Part 1 introduces the study to the reader. Chapter 1 revisits TRCB in the international development agenda. Chapter 2 broadly maps the TRCB needs in African LDCs and their implications, identifies the actors in the process, and examines the features of TRCB provided by these actors. Chapter 3 presents a case study of TRCB for academia in African LDCs by the UNCTAD Virtual Institute. Chapter 4 offers some considerations about the way forward for TRCB in African LDCs. The last part presents concluding remarks. The six parts are complemented by three annexes. Annex A surveys the state of development of specialized international trade-related programmes in selected universities in Africa. Annex B lists TRCB interventions of selected organizations. Annex C documents the evolution and status of the Vi membership as of 1 December 2010.

# CHAPTER 1

## *Trade-related capacity building for development*

International trade can play a significant positive role in growth and sustainable human development in LDCs. It can create employment, enhance access to technology and knowledge, raise productivity, increase the variety and quality of goods available to consumers, stimulate capital inflows, increase foreign exchange earnings, and generate resources for sustainable development and poverty reduction. It can also help lower the likelihood of political conflicts between countries (UNDP, 2008b; OECD, 2001).

However, in practice, this positive relationship does not seem to work in many of these countries, despite the fact that they undertook trade liberalization policies in the 1990s and received preferential market access from developed and developing countries. The reason for this is that trade openness does not automatically translate into meaningful participation in the global economy. Experience shows that countries must have at least a minimum base of production and supply capabilities to take advantage of market access preferences and multilateral trade liberalization (UNCTAD, 2004). They also must have built solid capacities to manage their trade development agenda.

Consequently, for LDCs in particular, market access must be accompanied by measures intended to ensure that the countries can strengthen their productive capacities and leverage them for increased and diversified production and trade. Moreover, countries need the capacities to ensure that the commitments they take upon themselves in the framework of multilateral, regional or bilateral negotiations are coherent with and instrumental to their broader national development strategies. This underscores the need for TRCB.

The notion of capacity building as such has evolved substantially over the past ten years to reflect the understanding that “getting right” the economic conditions and policies, including those related to trade, is a prerequisite for growth and development (UNCTAD, 2003). The replacement of the term “capacity building” with “capacity development”<sup>3</sup> by development agencies at the beginning of this decade was not purely semantic, it reflected a shift in focus. While capacity building assumed that there were no existing capacities, and was only concerned with the initial stages of building or creating capacities according to a pre-conceived design, capacity development builds on existing national capacities and assets and is driven from inside the country, aiming to empower local actors, and strengthen ownership and endogenous capabilities (UNDP, 2008a).

The UNDP definition of capacity development reflects the view that capacities reside within individuals and at the level of organizations and society as a whole. The societal level, also termed “enabling environment”, refers to the broader system within which individuals and organizations function and to the rules for their interaction (policies, legislation, power relations and social norms). The organizational (or institutional) level of capacities comprises the internal policies, arrangements, procedures and frameworks that allow an organization to operate and deliver its mandate, and that makes it possible to combine individual capacities to achieve goals. The individual level refers to the skills, experience and knowledge that are vested in people (UNDP, 2008a). The important point is that as these three levels of capacities are mutually interactive and influence one another, capacity building/development has to address them all.

<sup>3</sup> However, in the literature, including this study, the two terms are still used interchangeably.

Table 1

**The characteristics of capacity and capacity building/development****Attribute No. 1: Continuous process**

Capacity is not a passive state but part of a continuous process; human resources are central to capacity development.

**Attribute No. 2: Context specificity**

The actual perception of capacity needs and the formulation of capacity-building measures depend on the context. Invariably, the overall context within which capacity needs are assessed and capacity building undertaken differs from one situation to another.

**Attribute No. 3: Multi-dimensionality and multidisciplinary**

Capacity and capacity building are multidimensional and multidisciplinary terms. Thus, “capacity building encompasses the country’s human, scientific, technological, organizational, institutional and resource capabilities” (UNCED, 1992: Chapter 37.1).

**Attribute No. 4: Variability of scope**

Once the area for development intervention is known, capacity building may involve broadly conceived interventions to address all (or most) of the diverse needs that have been identified. Alternatively (and usually), capacity building is targeted, addressing only selected needs which are prioritized according to predetermined criteria.

Source: Based on UNCED (1992); UNDP (1998, 2006, 2009).

Given the wide spectrum of trade capacity needs, as well as actors involved in the trade development agenda, TRCB has evolved with the general capacity building/development concept. Some of the specific definitions are below:

- The Canadian International Development Agency (CIDA) defines TRCB as “activities that create the necessary skills and capacities among government, private sector and civil society actors to enable them to work together to analyse, 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” (CIDA, 2003).
- According to OECD, “trade-related capacity building involves a range of interconnected activities of donors and partner countries to enhance the ability of the partner country’s policymakers, enterprises and civil society actors in three areas. First is collaborating on the development and implementation of a trade development strategy that is embedded in a broader national development strategy. Second is strengthening policies and institutions as the basis for increasing the volume and value added of export production, diversifying export products and markets, reforming import regimes and increasing export – and employment-generating foreign investment. Third is participating in – and benefiting from – the institutions, negotiations and processes that shape national trade policy and the rules and practices of international commerce” (OECD, 2001: 18).
- UNCTAD refers to TRCB as capacity development aiming to enhance developing countries’

endogenous capacities to formulate, implement and evaluate home-grown policies for: (a) the development and diversification of their domestic productive sector; (b) the design and implementation of trade and investment policies and negotiating strategies; and (c) the development of trade support services, within the framework of their development goals and taking into account the evolving international economic environment (UNCTAD, 2003: 5). Advocating for a development approach, it also stresses the link of TRCB to the Millennium Development Goals (MDGs), in particular by ensuring that trade policies (goal 8 on global partnership) support poverty reduction strategies (goal 1 on poverty reduction).

For the purpose of this study, TRCB should be understood to refer to measures that aim to support a country to improve its ability to participate more meaningfully in international trade. As highlighted in Table 1, it is a continuous context-specific process, with a variable scope of intervention, which deals with three main issues:

- Creation of an enabling environment for trade, i.e. strategies, policies, laws and regulations (societal level);
- Development of diverse forms of institutions and institutional platforms (institutional/organizational level);
- Human resource development (individual level).

Additionally, it should be noted that the capacity of a country to engage in trade is contingent on the availability of a corresponding physical infrastructure, which at times needs to be built or strengthened.

The above-mentioned shifts in the concept of trade-related capacity building/development and the recognition of the specific needs of

developing countries, and in particular the LDCs, have been reflected in the design of TRCB programmes for these countries. For instance, the Integrated Framework was conceived to provide TRCB that is grounded in national needs and demands. Built on the principles of country ownership and partnership, its goal was to mainstream trade into national development plans, such as the Poverty Reduction Strategy Papers (PRSPs) of the LDCs. Its successor, the Enhanced Integrated Framework, further emphasized national ownership by acknowledging the need to strengthen in-country capacities to manage, implement and monitor the IF process.

The work programme of the Aid for Trade initiative<sup>4</sup> emanating from the Hong Kong World Trade Organization (WTO) Ministerial Conference in 2005 follows the same direction with regard to two important points. First, the task force established after Hong Kong recommended strengthening country ownership of aid programmes and country-based formulation of trade-related needs and priorities. Second, the initiative also acknowledged the need to build supply-side capacity and trade-related infrastructure in developing countries to help them benefit from WTO agreements, and more broadly, to enhance the contribution of trade to development (UNDP, 2008b).

<sup>4</sup> Aid for Trade should cover the following categories of activities: (a) trade policy and regulations (including training of trade officials to help them implement agreements and comply with rules and standards); (b) trade development (support services to business); (c) trade-related infrastructure; (d) building productive capacities; and (e) trade-related adjustment.

## CHAPTER 2

### *Trade-related capacity building in African LDCs: Needs and current responses*

#### 2.1 Broad mapping of trade-related capacity needs in African LDCs

Analyses of African LDCs reveal deficits in all the basic trade-related capacities. Highlighted below are capacity needs in three areas that fall within the scope of this study: enabling framework (of strategies, policies, and laws and regulations), building of institutional frameworks, and human resource capacities.

##### 2.1.1 Capacity needs related to the appropriate strategies, policies, laws and regulations

Appropriate strategies and policies, as well as laws and regulations to guide trade-driven development, constitute essential requirements for the transformation of African LDCs into competitive economies. Among other things, they should facilitate proper anchoring of trade development in the national development vision.

The reality in African LDCs is that some strategies, policies, laws and regulations have had a tendency to be weak or fragmented. The situation has, to some extent, improved over the last ten years, with an increasing number of countries mainstreaming trade into their national development policies. According to the country self-assessments implemented in the context of the OECD/WTO self-monitoring exercise (OECD/WTO, 2009: 33-37), out of the 19 LDCs in Africa responding to the survey, 13<sup>5</sup> “fully mainstreamed trade”. This means that trade is prioritized in the overall national development plan – through the Diagnostic Trade Integration Studies (DTIS), PRSPs and sectoral or cross-sectoral strategy documents – and that actions for implementation are identified. The remaining six sample countries<sup>6</sup> highlight trade but lack concrete operational objectives and action plans. The report notes that despite a generally positive development in awareness of the role of trade for development,

putting the formulated trade objectives into action is often difficult as strategies tend to be formulated without adequate costing, and are not linked to national budgets and donor financing.

##### 2.1.2 Capacity needs related to institutional frameworks

As trade activities cut across a large number of policy areas, strong institutions, as well as coordination across government entities and between public sector, private sector and civil society, are crucial to implement national trade policies effectively.

Reports by individual countries, information available in international databases, and studies conducted on the subject, concur that local institutions, e.g. education, training and research institutions, trade promotion organizations (TPOs), industrial development promotion organizations (IDPOs), etc., as well as the coordinating/consultative mechanisms for the formulation and support of effective trade policy, have only partially reached the level necessary to fully accomplish this task. At the same time, data confirms progress in the strengthening of institutional frameworks for the management of the LDC trade agenda.

##### (a) Education, training and research institutions

Few African LDCs have higher learning institutions with the capacity to design and deliver TRCB programmes (see Annex A).<sup>7</sup> While some countries (e.g. Senegal, Tanzania), with participation of several academic institutions, have developed a variety of programmes on international trade, as well as trade law and policy, there is no specialized offer for graduate training in 26 out of the 33 African LDCs, and in two countries graduate programmes have only reached the planning stage (Benin, Uganda). Also, where they do exist, such institutions usually cannot address local

<sup>5</sup> Benin, Central African Republic, Comoros, Djibouti, Lesotho, Madagascar, Malawi, Mali, Rwanda, Senegal, Sierra Leone, Togo, Zambia.

<sup>6</sup> Burkina Faso, Guinea-Bissau, Liberia, Niger, Tanzania, Uganda.

<sup>7</sup> The list comprises findings of a web-based research, as well as information provided by Vi partner universities, and includes only specialized programmes at the graduate level. The list may not be exhaustive.



demands and needs, in particular those of foundation education for long-term students and/or shorter and more specialized training for public and private sector professionals. Both the Addis Ababa University (Ethiopia) and the University of Dar es Salaam (Tanzania) are currently in the planning stage of developing short courses on international trade/trade and investment, and the Eduardo Mondlane University (Mozambique), as well as the Cheikh Anta Diop University (Senegal), are already offering specialized programmes in this area. Overall, however, the offer of short-term trade-related training by local academic institutions is still very limited and organized on an *ad hoc* basis.

Training institutions attached to individual ministries, such as Trade, Finance, Public Administration,<sup>8</sup> or Foreign Affairs, are often not equipped for the provision of (mainly short-term) trade-related training. Where they do exist,<sup>9</sup> the scope of their training is often rather broad, matching the range of portfolios covered by their ministries, paying scant attention to trade issues. The number of core staff and their expertise in trade issues also tends to be limited: trainers are primarily recruited from the ministry staff or expatriate consultancies.

Furthermore, because of the little understanding and appreciation of the potential role of such institutions, they may not receive sufficient resources to implement their agenda, and may have to rely on support from multilateral or bilateral donors and external lecturers (see Annex B). The situation is exacerbated by the fact that such institutions are usually not well networked, and therefore lack common advocacy platforms.

At the same time, the capacity of domestic providers of research (government units/entities, universities, think tanks, NGOs, private sector, individual consultants) often does not match the needs of stakeholders with regard to the analysis required to assess the impact of various negotiating provisions and agreements on their country or the specific sectors concerned. This is aggravated by the fact that the sources of this domestic expertise are not always known to their potential clients, and, even more so, by the tendency of donors to use developed country consultants and consultancy firms to undertake trade-related research and support tasks. This practice may skew the research towards topics that may not be the most pressing for the country, or put more emphasis on straightforward compliance with WTO agreements, for instance, rather than encouraging a reflection on the role of international trade in the beneficiary countries' development

strategies and assessing the pros and cons of different options (Deere, 2005).

### (b) Trade and industrial development promotion institutions

The various institutions which engage in trade and industrial development, i.e. TPOs, IDPOs, etc., are equally weak or in the formative phase in many African LDCs. Several countries (e.g. Togo, Somalia, Mauritania and Mali) have no specialized TPOs (see the International Trade Centre (ITC) Trade Contact Network).<sup>10</sup> Conflict or post-conflict countries are particularly affected by a lack of trade and industrial development promotion organizations, although some of them, such as Rwanda, have recently developed these institutions. Other countries, such as Uganda, Zambia and Benin, have developed a range of national and sub-national institutions involved in trade support. At the same time, chambers of commerce or private sector and producer associations exist in almost all African LDCs (except Liberia). The need to set up or strengthen such public and private sector institutions and to train their staff was recognized by 36 (for public sector institutions) and 56 (for private sector institutions) per cent of LDCs<sup>11</sup> that have expressed a need for TRCB in their Diagnostic Trade Integration Studies or IF Concept Papers.

### (c) Trade data and information management institutions

National statistics offices play a crucial role in the mobilization of trade-related data and information. However, in addition to being under-resourced, these offices do not generally have sections specializing in the production of trade data and information. As a result, the available trade data tends to be incomplete and/or unreliable. Consequently, to get a complete picture, one has to contact several providers of data, including ministries, revenue authorities, central banks, etc. Furthermore, available data and information are usually not processed for use by stakeholders to conduct in-depth trade analyses in support of decision-making. Finally, unreliable data or data that does not conform to international standards cannot provide valid conclusions to inform trade policies and negotiating positions.

### (d) Trade negotiating machinery and stakeholder consultations mechanisms

Conducting trade negotiations in an effective manner requires the establishment of negotiating teams, a clear designation of authority, an intra-governmental coordination structure and a

<sup>8</sup> Examples of such institutions in Angola are the *Escola Nacional de Comercio* affiliated with the Ministry of Commerce, and the *Instituto de Formação do Sector Financeiro do Estado*, attached to the Ministry of Finance. In Uganda, there is the Management Training and Advisory Centre attached to the Ministry of Trade. Schools or institutes of public administration also provide short-term training and at times diploma or degree programmes. Among such institutions are the recently (2008) established *Escola Nacional de Administração* in Angola, aiming to train officials for public administration, or the Uganda Management Institute, which offers courses and degree programmes in management, but not related to trade.

<sup>9</sup> For instance, three LDC institutions (from Angola, Burkina Faso and Mozambique) are listed among the 85 Diplomatic Academies and Institutions of International Relations which are members of the International Forum on Diplomatic Training (<http://textus.diplomacy.edu/portals/ifdt>). According to press information, the institution in Burkina Faso closed down in 2007. Outside the Forum, for example, the Centre for Foreign Relations in Tanzania offers a diploma programme in economic diplomacy.

<sup>10</sup> See <http://www.intracen.org/tradinst/welcome.htm>.

<sup>11</sup> Among the countries that expressed the need for setting up/strengthening of public sector institutions were Benin, Central African Republic, Djibouti, Ethiopia, Gambia, Guinea, Madagascar, Senegal and Tanzania. Those that wished to set up/strengthen private sector institutions included Benin, Burkina Faso, Central African Republic, Chad, Comoros, Djibouti, Ethiopia, Madagascar, Malawi, Mauritania, Mozambique, Senegal, Tanzania and Zambia.

well-defined allocation of competencies among the different government agencies involved, as well as political leadership (Bilal *et al.*, 2006).

In many African LDCs, the authority in the area of trade negotiations lies with the Ministry of Trade, whose frequently overstretched core teams backstop various multilateral, regional and bilateral negotiations in which their countries are involved. For instance, in Malawi, the Ministry of Trade and Private Sector Development has only 2 experienced negotiators to cover multiple WTO issues (Tearfund, 2007). As one of them put it, this lack of specialization “makes it impossible for us to fully grasp and interpret complex WTO agreements as well as submit notifications” (Kandiero, 2005). In Uganda, the core team at the Ministry of Tourism, Trade and Industry is composed of 5 officials. In Zambia, there are 8 posts allocated to trade issues at the Ministry of Commerce, Trade and Industry:<sup>12</sup> 5 for the WTO, and one each for Southern African Development Community (SADC), Common Market for Eastern and Southern Africa (COMESA) and Economic Partnership Agreement negotiations. However, not all these posts are always filled, due to the absence of some staff studying abroad. The background of staff may not always cover the areas of competence that are required. For instance, in Uganda, in 2004-2005, the team was composed largely of trade economists (Rudaheeranwa and Atingi-Ego, 2005). The absence of a lawyer in the team limited its capacity to fully take into consideration the legal aspects of certain agreements. In addition, the teams suffer from high turnover as, due to the salary level, a number of qualified negotiators opt for better paying jobs in the international development community. They are also sometimes transferred to perform other tasks within the government.

The core team, under the leadership of a higher-level official, such as the Permanent Secretary, speaks on behalf of the government and attends negotiations. Officials from other ministries – such as Finance, Foreign Affairs, Agriculture, Employment, Transport and Communications, Law, Health, Environment, or Tourism – are brought in if the issues at stake are within the purview of their institutions.

Capital-based negotiating teams work closely with negotiators posted at the two missions that are key for African LDCs’ trade interests – in Geneva (for WTO negotiations) and in Brussels (for EPAs). These permanent missions are notoriously understaffed. With an average of 2 officials to cover the WTO and all other Geneva-based international organizations, they are unable to

deal with all the issues that are being negotiated<sup>13</sup> and attend all the relevant meetings<sup>14</sup> (Deere, 2005). Several African LDCs (Comoros, Guinea-Bissau, Malawi, Sao Tome and Principe, and Sierra Leone) do not even have representation in Geneva, and have to cover trade issues through their missions in Brussels (Comoros, Malawi) or directly from their capitals. Additionally, government funding for bringing in capital-based experts to help is limited, and donor support is not always predictable. This hampers the countries’ access to the necessary information on issues discussed at meetings in Geneva (Kandiero, 2005) and their capacity to conduct negotiations in an effective manner. To help alleviate this problem, African LDC representatives in Geneva share responsibilities for specific issues and attend related meetings. They then brief each other and attempt to coordinate a common position within the group.

Formulating trade policies that reflect national interests requires thorough analysis of the various sectors of the economy and how they could be affected by or benefit from the outcomes of trade agreements. This is not possible to achieve without involving all the relevant stakeholders in the policy formulation process through the establishment of effective consultative and coordinating mechanisms. Over the past 15 years, considerable attention by African LDCs and donors has been paid to the establishment of “inter-institutional committees” that would: (a) seek stakeholders’ views about how negotiations could foster the interests of the constituencies they represent; (b) build consensus on the country’s national interests and negotiate objectives for multilateral and other negotiations; (c) make recommendations for trade policy formulation; and (d) facilitate dialogue between government and key stakeholders while increasing transparency in the negotiations, and strengthen the ownership of the agreements reached (Rudaheeranwa and Atingi-Ego, 2005; JITAP, 2004). The quality of the information obtained through the consultation process is of key importance for the formulation of an informed negotiating position of the countries involved.

The committees are established as tripartite social partnerships, linking the state, the private sector and civil society. Their members represent the major actors that directly or indirectly influence negotiating decisions (CMA/AOC, 2009), namely:

- Public sector: ministries and agencies, policy-makers, politicians;
- Private sector: traders, businesses, farmer organizations;

<sup>12</sup> Additionally, the core team draws on staff from the Ministry of Finance (2-3 experts), the Ministry of Agriculture (1-2 experts), customs (2-3 experts), depending on whether they are concerned with the negotiated topic. Private sector representatives (farmer associations, chamber of commerce) and some companies (such as sugar producers for EPA negotiations, or copper cable producers for the SADC negotiations) contributed to the formulation of national positions on relevant issues. NGOs also participated in the process.

<sup>13</sup> For instance, in the Tanzanian mission, one of its two trade professionals is charged with handling three of the most complex and high stake issues – services, non-agricultural market access, and trade facilitation – as well as UNCTAD meetings. The other is charged with agriculture, dispute settlement, TRIPS and rules issues. Both of them then share the responsibility for all the other topics, namely technical barriers to trade, sanitary and phytosanitary standards, subsidies and development.

<sup>14</sup> The Doha Round negotiations concern more than 20 areas, and the negotiations at the WTO involve almost 50 different committees, councils or working groups which meet on a regular basis.

- Civil society: academics, researchers, consultants, special interest groups/NGOs (environmental, human rights, etc.), the media.

Drawing on their broad membership, the committees set up sub-committees for specific negotiations (multilateral, regional) or topics (General Agreement on Trade in Services (GATS), agriculture, Trade-Related Aspects of Intellectual Property Rights (TRIPS), etc.).

Inter-institutional committees have been established in many African LDCs: their creation was one of the objectives of the Joint Integrated Technical Assistance Programme. The Integrated Framework also works with a consultative mechanism in the form of national steering committees. The committees set up in the JITAP countries (in particular Benin, Burkina Faso, Senegal, Zambia, Tanzania and Uganda) have principally been tasked with WTO negotiations. At times, their reach has been extended to include the EPA negotiations or negotiations within the region. In other cases, separate committees for EPAs have been established (e.g. the National Economic Partnership Agreements Technical Committee in Tanzania and the National Trade and Development Policy Forum in Uganda).

The committees have been useful in preparing African LDCs for the WTO ministerial conferences in Cancun (2003) and Hong Kong, China (2005). The stakeholders in Uganda interviewed in the framework of a study on institutional challenges to Uganda's participation in WTO negotiations also felt that their contribution had a substantial influence on devising their country's position in trade negotiations (Rudaheeranwa and Atingi-Ego, 2005).

Despite these positive signs, coordination among the various institutions represents an important challenge in many countries (WTO, 2007). The committees are also confronted with a lack of funding to cover their administrative/operational costs, and have difficulty in securing members' participation. The stakeholders in general, and the private sector in particular, tend to participate more actively if the issue at stake concerns a priority sector for them, such as agriculture or a specific product of export interest. Choosing members for the committee who are in a position to speak on behalf of their constituencies can also be a challenge, along with their level of awareness/knowledge of trade topics. The necessity of supporting the establishment and strengthening of coordination mechanisms, and the training of their members have been identified by 80 per cent of the countries that have expressed a need for TRCB in the DTIS/IF Concept Papers.

Trade negotiations are sometimes conducted by *ad hoc* teams, or loosely composed negotiating machineries. For instance, the two committees responsible for Tanzania's WTO and EPA negotiations do not yet have permanent structures, an element which reduces their capacity to effectively participate in the various stages of trade negotiation processes.

In many African LDCs, while the state (public sector) is somewhat organized, there are often no institutional platforms in the form of viable private sector and civil society associations, and even less so, associations focusing on trade.<sup>15</sup> Private sector associations (chambers of commerce, associations of producers or farmers, etc.) and civil society organizations, in particular, often lack the institutional and technical capacity to take part in negotiations in a meaningful manner. They not only do not have specific trade expertise, but often lack basic understanding of international trade and trade negotiations. This situation has an adverse effect on the quality of feedback and hence, the negotiating position of the country (Tandon, 2004). It also limits the extent to which these groups can air their views, bargain with governments, and influence processes of trade policy formulation.

### 2.1.3 Capacity needs related to human resources

The capacities of human resources employed by institutions participating in the various trade-related consultative mechanisms mentioned in the previous sections are essential for a development-friendly integration of African LDCs into the world economy. Human resources' needs in LDCs have been primarily associated with the needs of negotiators entrusted with managing their countries' trade policy and negotiations. However, with the development of participatory processes to identify national interests and formulate positions and policies, it has become clear that all stakeholders involved require some level of trade capacity in order to contribute meaningfully to the consultation processes. In other words, such capacities are needed not only in government ministries and agencies concerned with issues that are likely to be affected by trade negotiations, but also in the private sector and civil society, including academia. The latter can play an important role in training/educating other stakeholders and providing analysis to underpin economic policies and negotiating positions.

While there is a consensus that these capacities need to be strengthened, there has not been a systematic assessment of human resource needs across African LDCs. Those assessments that

<sup>15</sup> However, in Tanzania such specialized trade associations/fora were established in 2005, with support of two different development partners: the Danish International Development Agency for the public sector forum, and Trocaire (Ireland) for the civil society forum.

are representative in terms of the number of countries covered (such as the Diagnostic Trade Integration Studies of the Integrated Framework or information coming from the OECD/WTO Aid for Trade monitoring exercise) survey a full range of TRCB needs and not specifically the human resources involved in trade policy and negotiations. Therefore, their findings, while statistically significant, tend to be anecdotal and remain at a general level of needs identification.

The way in which human resources needs are addressed in the DTIS<sup>16</sup> is not uniform but depends on each individual country. Thirty out of 33 African LDCs have assessed their TRCB needs between 2001 and 2008 through DTIS or Concept Papers. Out of these 30 countries, 83 per cent specifically mentioned the need to strengthen the capacity of government officials in the area of trade, trade policies and negotiations, while 40 per cent emphasized the need to train the private sector and chambers of commerce; 24 per cent called for training of stakeholders participating in inter-institutional committees involved in the formulation of national trade positions and policies. The areas in which training is needed include trade policy formulation, negotiation and implementation, dispute settlement, international trade regulations and standards, regional and multi-lateral agreements, and analysis of trade-related information and key trade issues. In 44 per cent of instances,<sup>17</sup> DTIS put a special emphasis on the strengthening of local analytical capacities on trade,<sup>18</sup> and in 8 per cent, the strengthening of national training/education capacity in international trade.<sup>19</sup>

The key role of institutional and human capacities in the formulation and implementation of developing country trade strategies has also been highlighted by the 88 countries that participated in the second OECD/WTO Aid for Trade monitoring exercise (including 19 sub-Saharan LDCs).<sup>20</sup> Capacity development is cited as a priority by two-thirds of the countries surveyed (OECD/WTO, 2009: 44), while the LDCs rank trade policy analysis, negotiation and implementation among their top three priorities (OECD/WTO, 2009: 35).

More detailed information regarding the needs of government officials or other stakeholders can at times be found in needs assessments undertaken for specific technical cooperation projects, usually at country level. Such assessments are very useful for their level of detail, which illustrates specific cases, but are either not available or publicly accessible for all the LDCs.

Two such human resources needs assessments relate to Uganda and Tanzania. The assessment of training needs in Uganda (Ministry of Tourism, Trade and Industry, 2005) was conducted as part of the EU-funded project titled the "Uganda Programme for Trade Opportunities and Policy". It targeted 38 stakeholders involved in trade policy formulation in the country: the staff of the Ministry of Trade, Tourism and Industry (MTTI) and the members of the Inter-Institutional Trade Committee, representing government agencies, the private sector, civil society/NGOs and academia. The assessment showed needs at two different levels, namely awareness-raising and capacity building. Stakeholders were more interested in training on advocacy skills and in increasing their awareness about trade and trade-related issues, while MTTI staff placed training in economic policy higher on their agenda. MTTI staff also felt that training for stakeholders was important, as well as increasing the stakeholders' interest in contributing to trade issues. All interviewees stated that they needed to enhance their IT skills in order to access information from different sources. With regard to specific topics on which training was sought, post-negotiation implementation ranked first among all the stakeholders, followed by market analysis, and WTO rules. Government representatives placed the highest priority on training related to mainstreaming the Poverty Eradication Action Plan into trade policy; trade economics; trade/WTO law; trade negotiations; and cross-cultural communication for negotiations. The study also showed the need for strengthening policy research/analytical capacity and the capacity of local institutions of higher learning to provide trade-related education and training.

As evidenced by the findings of the trade-related capacity-building survey carried out by the Trade and Integration Studies Programme of the University of Dar es Salaam (Matambalya, 2006b), most individuals entrusted with managing Tanzania's trade policy felt they lacked trade-related expertise. The results of a survey of the country's National Economic Partnership Agreement Technical Team (NETT), an inter-institutional unit responsible for negotiating Tanzania's trade arrangements with the European Union (EU) within the framework of EPAs, clearly underlined the seriousness of the situation. In all trade themes, more than 50 per cent of the 14 members of NETT perceived that there were major capacity building needs.

<sup>16</sup> See <http://www.integratedframework.org/doccountry.htm>.

<sup>17</sup> Comoros, Gambia, Guinea, Lesotho, Madagascar, Malawi, Mozambique, Rwanda, Sierra Leone, Zambia, Tanzania.

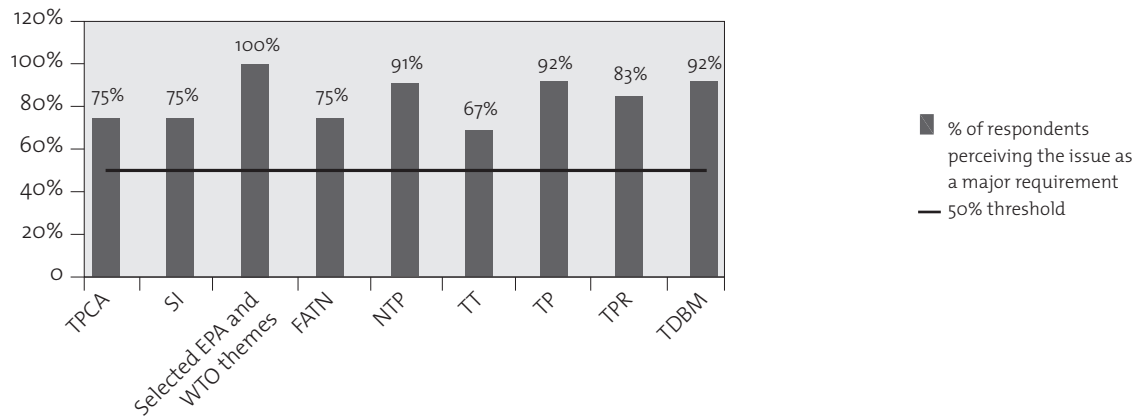
<sup>18</sup> Such capacities could be located within the government (such as in Lesotho which planned to set up a trade policy analysis unit at the Ministry of Industry, Trade and Marketing, or in Zambia where a trade policy unit was to be established at the Ministry of Commerce, Trade and Industry) or in outside research/academic institutions (such as in Madagascar or in Zambia).

<sup>19</sup> Guinea called for the strengthening of national training capacities on international trade, and Mozambique included support to a graduate programme on trade at the Eduardo Mondlane University among the actions in the DTIS matrix.

<sup>20</sup> Benin, Burkina Faso, Central African Republic, Comoros, Djibouti, Guinea-Bissau, Lesotho, Liberia, Madagascar, Malawi, Mali, Niger, Rwanda, Senegal, Sierra Leone, Tanzania, Togo, Uganda, Zambia.

Figure 1

## Perceptions by members of NETT of their trade-related capacity-building requirements, 2006



Source: Author, based on a dataset from a questionnaire administered to 14 NETT members.

Note: TPCA: Trade Provisions of the Cotonou Agreement; SI: Singapore Issues; FATN: Formula Approach to Trade Negotiations; NTP: Negotiations Theory and Practices; TT: Trade Theory; TP: Trade Policy; TPR: Trade Policy Review; TDBM: Trade Data Bases and Modelling. The selected EPA and WTO (negotiations) themes include: EPA Negotiations on Agriculture, EPA Negotiations on Services, EPA Negotiations on Non-Agricultural Market Access, WTO Agreements on Trade Related IPRs, Special and Differential Treatment Provisions of the WTO, and WTO Provisions on Regional Trade Agreements.

Another study (Graham, 2005) focusing on sub-Saharan African NGOs and their role in multi-lateral trade negotiations also contains needs assessment elements of this particular target group of capacity building. According to the author, African NGOs have become increasingly involved in international trade issues and have played an important, albeit uneven role, in the development of public awareness about international and regional trade agreements. However, a survey conducted among 15 organizations in 12 countries (both LDCs and non-LDCs) showed that 2-3 people in the organization often covered all international economic issues, which did not allow them to have a deep and focused grasp of the complex range of trade issues. The author cited the lack of context-specific primary research that would link trade issues to livelihood concerns as one of the NGOs' great weaknesses, as most African trade-related NGOs used secondary data for their research. He therefore concluded that capacity building in these areas, in particular the deepening of the knowledge of trade issues, as well as research and communication skills, is necessary to make it possible for civil society to influence trade policies in their respective countries.

Nevertheless, there has been continuous improvement in human resources knowledge and skills in African LDCs over the past years. Consequently, these countries have been able to make valid contributions to international negotiations, including the formulation of common positions. They also advanced in the establishment and to some extent, the implementation, of their trade agenda and its links to development and poverty alleviation.

However, the above analysis shows that human resource needs remain pressing across the range of stakeholders involved in trade policy management. Appropriate responses must address, among others, strengthening the following areas:

- Analytical skills – analyses of trade structures and dynamics, and national trade interests; this skills area is considered to be of strategic importance, as the capacity to bargain in international negotiations is critically dependent on the ability to obtain, analyze and make effective use of information (Van Grastek, 2008);
- Negotiating skills – planning and conduct of negotiations, negotiating techniques, coalition building and communication skills;
- Policy formulation skills – formulation of trade-related strategies, policies, laws and regulations;
- Implementation skills – development of legislation and the mechanisms to implement it; and
- Assessment skills – review of trade performance against anticipated targets.

The main weaknesses identified in current programmes are that: (a) initiatives are often fragmented and narrowly project-based; (b) they tend to be targeted toward a limited audience in government bodies; and (c) they can prove difficult to sustain if trained officials are promoted or moved to other departments, as the critical mass of experts who could take their place is not readily available. Educating/training and sustaining such

critical masses of trade experts is an undertaking that can only be guaranteed through building local capacities to provide this service, a key role for local education/training institutions.

## 2.2 Actors and initiatives in trade-related capacity building in African LDCs

### 2.2.1 Response by the international community to capacity needs in developing countries

<sup>21</sup> SADRN builds on the work of a previous initiative, the Southern African Trade Research Network (SATRN).

Though TRCB is not a new phenomenon, it has gained momentum over the past decade in connection with the participation of LDCs in the WTO, through initiatives such as the Integrated Framework – established in 1997 to support LDCs in building trade capacity and integrating trade into their national development agendas (Enhanced IF since 2007) – and the Doha Development Agenda. The latter led to the conceptualization of the Aid for Trade initiative (2005), which targets a larger set of countries, including developing countries and some transition economies, and aims at helping these countries, particularly LDCs, develop the trade-related skills and infrastructure needed to implement and benefit from WTO agreements, and to expand their trade. The need for TRCB to strengthen links between trade and poverty reduction is also reflected in the MDGs.

Recognizing the special needs of LDCs, a number of development actors, such as the United Nations, bilateral donors and international NGOs, have responded by establishing and/or supporting the establishment of TRCB (reflecting their areas of competence/mandates and their financial capacities and priorities) intended to benefit LDCs.

### 2.2.2 Important international actors

For analytical purposes, the large spectrum of institutions that directly or indirectly support TRCB programmes for African LDCs in the area of trade-related education and training can be categorized as:

- **International inter-governmental organizations** – UNCTAD, Institute for Training and Technical Cooperation (ITTC) of the World Trade Organization, United Nations Industrial Development Organization (UNIDO), Food and Agriculture Organization of the United Nations (FAO), World Bank Institute (WBI), the South Centre, the United Nations University – World Institute for Development Economics Research (UNU-WIDER), the United Nations Economic Commission for Africa (UNECA), etc.

- **Bilateral donor agencies** – Department for International Development (DFID) of the United Kingdom, Danish International Development Agency (DANIDA), International Development Research Centre (IDRC) of Canada, Swedish International Development Agency (SIDA), etc.
- **Academic/professional networks** – *Agence Universitaire de la Francophonie* (AUF), Southern African Development Research Network (SADRN),<sup>21</sup> among others.
- **International NGOs** – European Centre for Development Policy Management (ECDPM), International Lawyers and Economists Against Poverty (ILEAP), International Centre for Trade and Sustainable Development (ICTSD), etc.
- **Pan-African organizations** – African Capacity Building Foundation (ACBF), African Economic Research Consortium (AERC), Council for the Development of Social Science Research in Africa (CODESRIA), etc.
- **Sub-regional public organizations** – among the organizations in this category is the Trade Policy Training Centre in Africa (TRAPCA), which operates under the auspices of the Eastern and Southern African Management Institute (ESAMI).
- **Sub-regional NGOs** – Trade Law Centre for Southern Africa (TRALAC), Organization for Social Science Research in Eastern and Southern Africa (OSSREA), among others.
- **International consultancy firms** – Crown Agents (UK based) and Associates for International Resources and Development (US based), for example.
- **Local consultancy firms** – these vary from country to country.

Annex B presents more detailed information on a selection of TRCB initiatives from which African LDCs benefit. It should be noted that TRCB programmes are usually broadly conceived, and that HRD is just one of the many areas competing for scarce resources. The other areas typically covered include investment, financial sector development, promotion of joint research, and facilitation of the sharing of research findings.

Although there is no clear-cut categorization of the type of TRCB support provided by various institutions, a few general observations can be made:

- The support provided by some institutions is mainly indirect, usually through the financing of programmes of other institutions; support provided by bilateral donor agencies largely falls into this category.

- The TRCB of those institutions which directly organize “development intervention activities” (e.g. intergovernmental organizations, sub-regional organizations, international and local consultancy firms, NGOs, and networks) is partly complementary and partly overlapping. This is due to the absence of a common planning platform to coordinate and harmonize the activities of the large number of institutions involved in TRCB outside the Enhanced Integrated Framework.
- Other organizations (e.g. intergovernmental organizations, sub-regional organizations, NGOs, and networks) provide financial support to TRCB activities of other organizations. ILEAP, for instance, works with a network of partners in LDCs, and supports their activities financially.

### 2.2.3 Role of local actors

Experience from the evolution of TRCB programmes in developing countries reveals two conditions for success and sustainability:

- The external actors need committed local partners who can take the lead and ensure the continuation of the TRCB programmes. In many cases, local experts with the necessary knowledge and skills on the subject matter, as well as some social capital, play an important pioneering and catalyzing role. It is however important to note that for longer-term success of the TRCB programmes, these individuals need to be supported by larger teams within their institutions, consisting of existing experts and/or experts whose capacity has been built through TRCB interventions.
- Proper domestic anchoring of the programmes in local institutions and their integration into these institutions’ regular activities is necessary for ensuring the sustainability of such programmes and maximizing their developmental impact. Universities play an important role in making TRCB efforts sustainable, given their double role as recipients and providers of TRCB. In the latter role, (future) public and private sector actors, and new generations of academics can be educated and trained.

### 2.3 Features of selected trade-related capacity-building initiatives by external actors

Features such as the type of TRCB interventions (i.e. whether short-duration training or long-

duration/foundation education), target audience, and coverage/composition of activities in the individual programmes give useful clues about the TRCB in general and its HRD component (see Annex B). Equally important for understanding the expectations from TRCB interventions are the degree of integration of these programmes into the institutions that offer them, and the sources and amounts of funding used for their implementation.

#### 2.3.1 Balance between foundation education and short-term training interventions

The depth of capacity challenges facing African LDCs requires the provision of foundation education, which is the only effective way of imparting complex information and skills in any professional discipline (Matambalya, 2006a; Matambalya, 2006b). University education provides a solid basis that graduates can further develop by participating in shorter-term training interventions on specialized technical topics and by learning on the job.

However, given the prevailing lack of trade experts in African LDCs, and the urgent need for them, there is usually no other choice than to use stop-gap measures (emergency remedies for capacity gaps) to impart basic knowledge to people who are involved in managing their country’s trade agenda. Typically, foreign consultants have been called on to design and teach such programmes. Given this constraint, TRCB interventions have tended to lack the proper mix of short-term and foundation education necessary to derive maximum developmental impact.

Trying to address trade-related knowledge gaps only through stopgap TRCB activities, which dominate the current trade-related human resource development, can only be a short-term, “second-best” option. Instead, such activities should be used to complement and build on foundation education (e.g. diploma or degree programmes).

#### 2.3.2 Coverage and specialization

Another shortfall of TRCB is the narrow focus of related interventions, which are largely designed to provide knowledge on compliance with trade rules and regulations while ignoring other aspects of trade policy management skills that are even more important for leveraging trade for development. Thus, as the trade programmes have tended to focus on trade law, the economic aspects of trade, for example, have not been adequately integrated into teaching and research. This trend is observed not only in stopgap measures, but also

<sup>22</sup> The main recipients of TRTA-CB are Asian countries, headed by India, according to the OECD Creditor Reporting System (WTO, 2009).

<sup>23</sup> HRD activities included in this selection are the CRS categories 33181 – Trade education/training and 33148 – Training in trade negotiation techniques. The figure represents a lower bound because sector-specific training activities are omitted if they are recorded under other codes and cannot be separated, given the structure of the information available on the Doha Development Agenda Trade Capacity Building Database website (<http://tcdb.wto.org/index.aspx>). Moreover, the group of LDCs in Africa excludes funding received through LDC multi-country projects, since the region cannot be correctly identified.

in the evolving foundation programmes offered by several institutions in African LDCs.

**2.3.3 Degree of institutionalization**

The various TRCB initiatives also exhibit different levels and intensity of institutional anchoring in both the provider institutions and beneficiary countries. The ITTC’s three-month regional trade policy course, for instance, is highly institutionalized within the ITTC itself. Moreover, in the beneficiary country, it is hosted by the same university over a period of 3-4 years. Programmes offered by other institutions, however, do not have comparably stable structures, and are still based on *ad hoc* arrangements within both the provider institution and the beneficiary country.

**2.3.4 Funding**

**(a) National budget allocations to trade-related capacity-building activities**

Governments play a leading role in financing education and training institutions in many African LDCs. However, the human resources component of TRCB does not proportionately benefit from state educational/training budget support.

This is because, on the one hand, most institutions of higher learning in African LDCs have not yet integrated trade into their curricula. On the

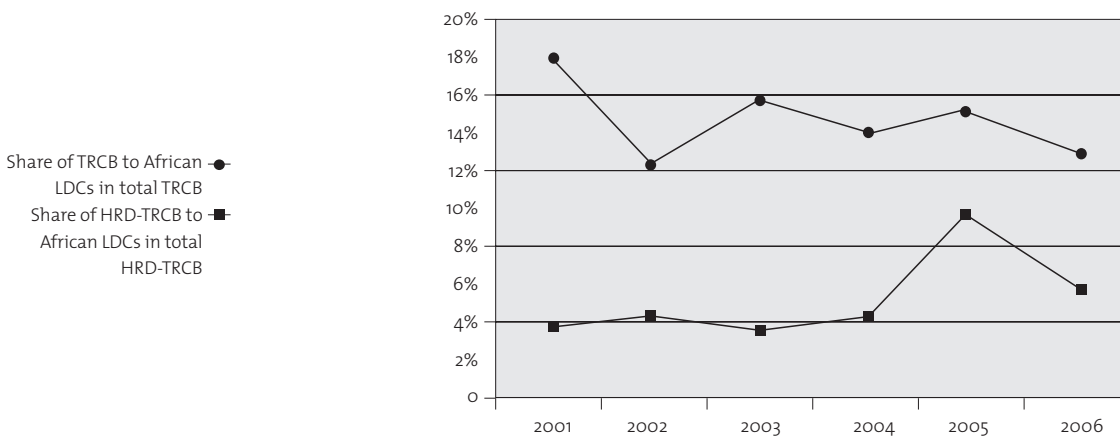
other hand, it is partly due to the scarcity of resources. In many African LDCs, most financing for education/training programmes in all major disciplines (such as arts and social sciences, humanities, engineering sciences, medical sciences, etc.) is directed towards generalist studies (e.g. accounting, economics, finance, marketing, engineering, chemistry, physics, law, etc.). Although in the case of economics, finance, marketing and law this generalist training may include some trade- and investment-related courses, it does not offer the depth provided by specialized degree programmes. Even in places where new trade-related programmes have been introduced into the curricula, they often do not get sufficient budgetary support from the government, and have to rely on the collection of fees from participating students, or donor support.

**(b) Donor funding of trade-related capacity-building activities**

TRCB interventions in LDCs are largely donor-funded; TRCB has traditionally relied on substantial funding from both multilateral and bilateral donors. Still, African LDCs receive a relatively low share of the worldwide total of trade-related technical assistance and capacity building (TRTA-CB) flows (see figure 2, upper line).<sup>22</sup> The share is even lower if one considers only HRD activities<sup>23</sup> (see figure 2, lower line). There has been no upwards tendency over the past several years.

Figure 2

Share of TRCB flows to African LDCs in total TRCB (percentage)



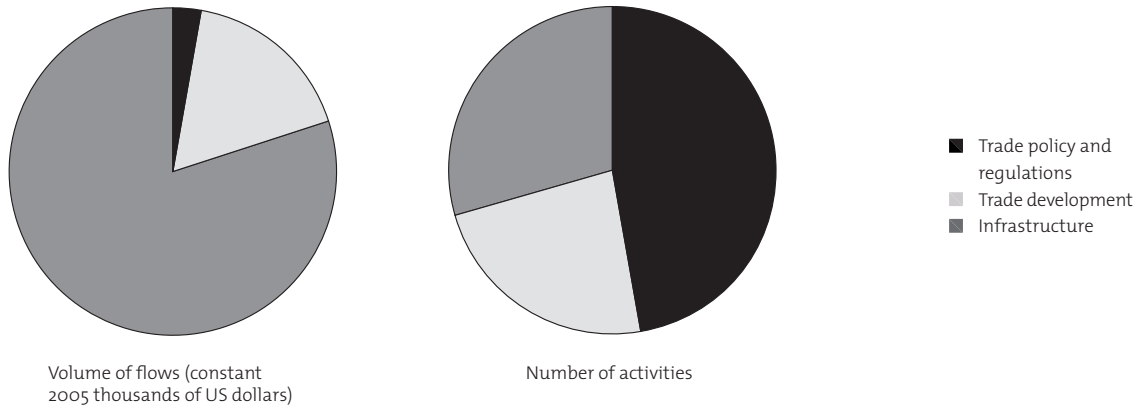
Source: Doha Development Agenda Trade Capacity Building Database (TCBDB).



Moreover, given the diversity of TRTA-CB activities, funding is very unevenly distributed over the various categories. “Trade infrastructure” projects take up the largest share of total flows, followed by “trade development” activities, which include trade finance, market analysis and development, e-commerce development, etc. (see figure 3). Over the period 2001-2006, only around 2 per cent of

all funding to African LDCs was dedicated to the category “trade policy and regulations”, in which most training and education categories are classified. However, the picture is different if one looks at the number of activities, the category “trade policy and regulations” accounts for almost half of all activities, reflecting the relatively low (per unit) cost of these types of activities.

Figure 3  
**Distribution of TRTA-CB funding and number of activities across categories in African LDCs, 2001-2006**

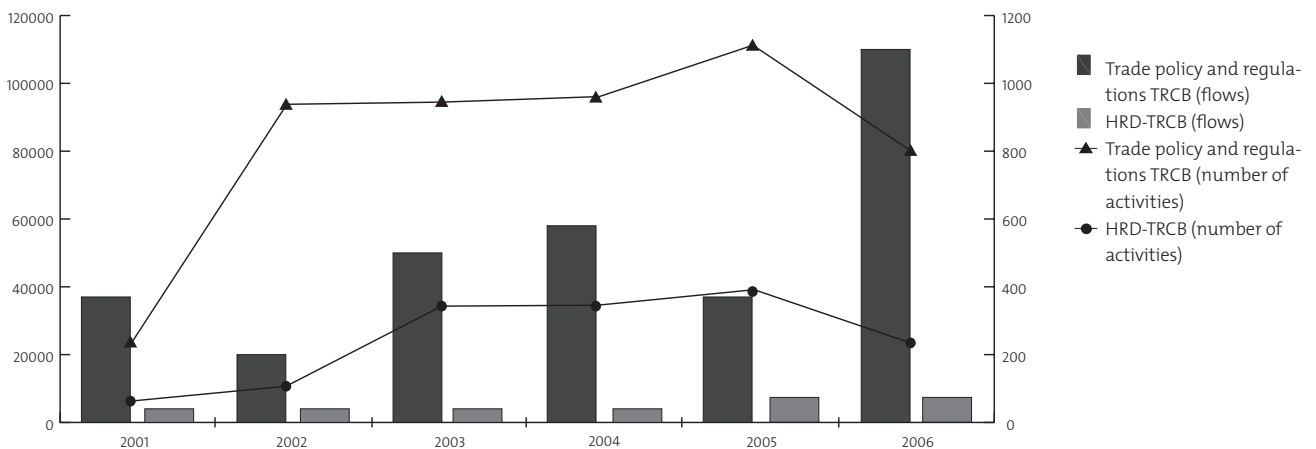


Source: TCBDDB.

Focusing now on activities which are identified as either “trade education/training” or “training in trade negotiating techniques”, one notes that HRD-TRCB has been stagnating both in terms of the number of activities implemented and in

terms of funding (see figure 4). Given the importance that the TRCB debate has attributed to the development of human capacities (Saner and Paez, 2006), HRD-TRCB seems therefore conspicuously marginalized in overall TRCB.

Figure 4  
**HRD-TRCB and total “trade policy and regulations” capacity building: Funding and number of activities in African LDCs, 2001-2006**



Source: TCBDDB.

Reliance on donor funding is also a source of concern for the following reasons:

- TRCB activities designed primarily by the donor/provider may not meet the needs of African LDCs. A strong and continuous involvement of the TRCB recipient is therefore crucial;
- Donor funding is not “a forever commitment” and cannot provide a sustainable solution. This underscores the need to use donor support to sustainably integrate TRCB programmes into the curricula of the educational and training institutions of African LDCs, ensuring the continuity of activities even after the completion of the donor-funded project;
- Due to competing needs and the scarcity of resources, the funding may not be sufficient;
- Similar to other forms of development assistance, the funding for TRCB is subject to complicated funding modalities and conditions. For instance, although TRCB programmes placing trade in a broader development perspective have become more prominent, in particular in the context of the Aid for Trade initiative, “earmarked” support for selective CB activities may be biased toward the areas of interest of the donor (Prowse, 2002);
- In practice, even when funds are allocated, delays in their disbursement may infringe upon the smooth implementation of programmes.

The cost of TRCB is also an issue, not only for programmes of a stopgap nature, which are mainly designed and taught by foreign consultants, but also for some trade-related degree programmes at LDC universities where all or some specialized courses are taught by foreign lecturers.

Under this model of trade-related human resources development (TR-HRD), expatriate resource persons need to come any time there is a need to deliver a particular programme, engendering costs for travel and fees, which may be higher than for local resource persons. Local experts may not be involved because of the lack of capacities, or because the few trade experts who might exist in a country are not known to the key actors in TRCB. Although international experts are certainly required when local capacity is not yet sufficiently developed and to provide complementary offers, capacity-building activities should be gradually transferred to local institutions. A greater involvement of local TRCB actors contributes to making the capacity-building effort sustainable, and to offering training and education in a more cost-efficient way.

## CHAPTER 3

### *Case study of the UNCTAD Virtual Institute: Capacity building for academia in African LDCs*

The analyses in previous chapters suggest that the lack of a critical mass of trade-related skills is one of the major hindrances to participation by African LDCs in the various aspects of the international debate on the trade agenda,<sup>24</sup> as well as to leveraging trade for their development. Therefore, enhancing skills to manage the trade development agenda should be a matter of strategic significance for African LDCs.

The UNCTAD Virtual Institute, which was launched in 2004 at the UNCTAD's eleventh conference in Sao Paulo, Brazil, is one of the responses by the international community to address the capacity needs of African LDCs.

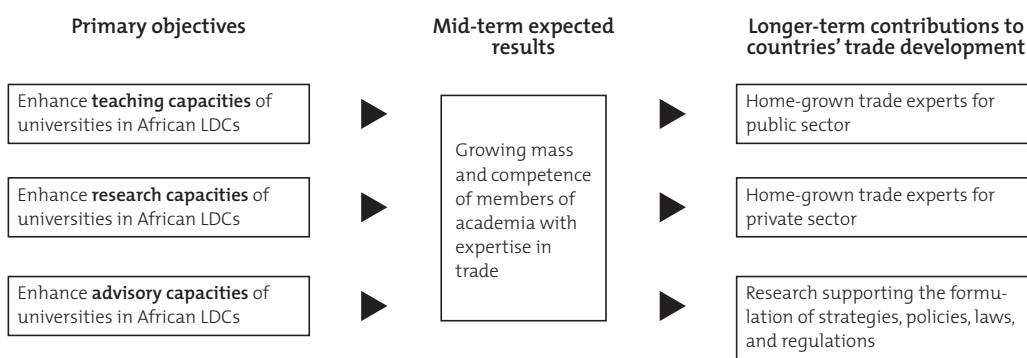
#### 3.1 The Virtual Institute's capacity-building initiative

In conjunction with efforts employed by other providers of TR-HRD support, the Vi's interventions aim to enhance professional capacities of academia in developing countries to conduct trade-related teaching, research and advisory services. Strengthened capacities in this area should enable academics in African LDCs (at both individual and institutional levels) to design and teach trade courses, which would ideally be institutionalized and integrated into the curricula, and to design and conduct policy-oriented research on trade to inform policy decisions. In addition, increased networking opportunities should provide a platform for facilitating the mobilization, absorption, and diffusion of knowledge.

<sup>24</sup> In researching and generating new ideas on how international trade should be legislated, or in formal trade negotiations, particularly in the multilateral fora, for instance.

Figure 5

#### Objectives and expected results of the Vi's interventions



Source: Author, based on information from various UNCTAD Vi documents.

In order to achieve its objectives and in cooperation with other UNCTAD programmes and partner organizations, the Vi conducts capacity-building activities and facilitates a global network of universities from both developing and developed

countries (see section 3.2). At present (December 2010) the network comprises 55 members from 32 least developed, developing, transition and developed countries (see Annex C for the evolution and status of UNCTAD Vi membership).

In addition to direct interventions, the Vi facilitates both North-South and South-South cooperation among its members. It also serves as a platform that links its members to Geneva-based organizations that play a role in the trade, investment and development agenda, such as the WTO, the ITC, the South Centre, the World Intellectual Property Organization (WIPO), the Advisory Centre for WTO Law (ACWL), and the International Centre for Trade and Sustainable Development (ICTSD). The Vi also works with other partners, exploiting synergies from inter-institutional cooperation with the United Nations Economic Commission for Africa, the United Nations Economic and Social Commission for Asia and the Pacific (UNESCAP) and several universities in developed countries.

### 3.2 The Virtual Institute's services for academia in African LDCs<sup>25</sup>

Within the broad area of interventions provided by different institutions (see Annex B), the Vi has carefully selected a niche in order to avoid the duplication of efforts and overlaps, as well as to encourage synergies. The Vi's activities take an integrated approach to trade issues and their links to development, facilitate South-South and North-South university collaboration, and foster communication between developing country academics and experts at international organizations. To provide services to its membership, the Vi cooperates with experts from different UNCTAD programmes and partner international organizations.

Among the eleven African universities that participate in the Vi, five come from LDCs. They joined the network as follows: University of Dar es Salaam, Tanzania (June 2004 – a founding member of the Virtual Institute); Cheikh Anta Diop University, Senegal (June 2005); Eduardo

Mondlane University, Mozambique (October 2006); Makerere University Business School, Uganda (November 2007); Addis Ababa University, Ethiopia (September 2009). Given the duration of their membership, cooperation between the Vi and its LDC counterparts in Tanzania and Senegal is the most advanced, and the results achieved are the most visible in these two countries. Several other LDCs have approached the Vi requesting membership for their universities.

The focus of the UNCTAD Vi's interventions in LDC universities has been on capacity building, not only for individuals, but also for institutions, targeting larger teams of academics interested in trade issues. Such support in Tanzania and Senegal was directed at the establishment of trade-related Master's programmes and the introduction of trade issues into the research agenda of participating universities.

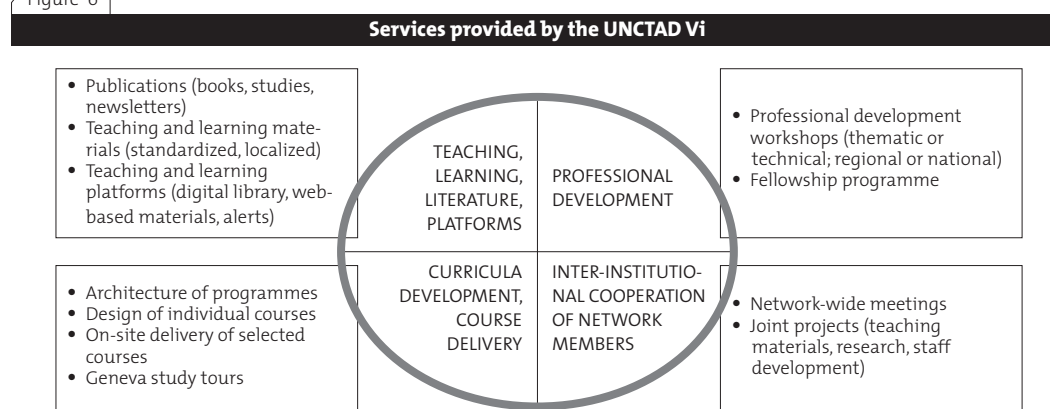
The importance accorded by the Vi to LDCs is reflected in the distribution of available funding: 42 per cent of the Vi's financing, almost US\$840,000, has been directly allocated to support capacity-building programmes in LDCs.<sup>26</sup> Additionally, LDC universities also benefited from other Vi services and activities directed at the general membership (teaching materials, website resources, etc.). The remaining Vi funds were used for Latin America (20 per cent) and/or for all the members of the Vi network (38 per cent).

The services provided by the Vi in the area of academic HRD support to LDCs can be clustered (see figure 6) into: teaching/learning literature and platforms; professional development; curricula development, course delivery; and inter-institutional cooperation of network members (UNCTAD, 2008a).

<sup>25</sup> This section reflects the Vi's services at the time of writing of this study and does not preclude any changes in the programme's future orientation. The situation could evolve in view of increased use of technology by the programme.

<sup>26</sup> The main long-term donor for Vi activities in African least developed countries is the government of Finland. LDC universities also benefited from activities made possible by contributions from the governments of Norway, Japan, Spain and Canada

Figure 6



Source: Author, based on information from various UNCTAD Vi documents.

With regard to teaching literature, the Vi provides academic institutions from African LDCs:

- Hard copies of UNCTAD trade-related publications: more than 700 publications have enriched LDC Vi members' libraries;
- Access to its online library which stocks more than 800 trade-related publications from UNCTAD and Vi partner institutions;
- Tailor-designed teaching materials<sup>27</sup> on specific topics, some of which have been developed with a specific focus on Africa and LDCs (such as the material on trade and poverty, and the material on commodities);
- Support for the local adaptation<sup>28</sup> of such teaching materials by LDC university staff, taking into account the specifics and priorities of their countries. For example, the Cheikh Anta Diop University (Senegal) added two modules (about national commodity policies in Senegal and market access for Senegalese agricultural products to international markets) to the generic Vi teaching material on commodities, and translated it into French; the Makerere University Business School (Uganda) localized the material on regional trade agreements by adding information about the East African Community, including a case study of its trade and welfare effects, as well as exercises and readings for students; the same university is currently adapting the Vi teaching material on competitiveness and development, with financial support and peer review from the Vi.

Vi partner universities from African LDCs also benefit in terms of professional development for their staff, through services targeted at groups of academics and individual researchers:

- Professional development workshops are organized at the regional or national level. Regional workshops are open to LDC universities and institutions beyond the five Vi members, whereas national workshops are organized in response to special requests by a Vi member university. So far, the Vi has organized five regional workshops: on commodities (January 2006, Tanzania; June 2006, Senegal; July 2010, Tanzania), trade and poverty (November 2007, Tanzania) and foreign direct investment (November 2008, Uganda). At the national level, a workshop for the University of Dar es Salaam (as well as junior staff from the Bank of Tanzania) was held on the use of the WITS software (2007), and three workshops on trade data analysis were organized in 2009 for the Cheikh Anta Diop University in Senegal, the Makerere University Business School in

Uganda, and the University of Dar es Salaam in Tanzania.

- Individual members of staff from African LDC universities are given the opportunity, with a small financial grant and the support of an external supervisor/mentor, to conduct research. To date, 24 academics from Ethiopia, Mozambique, Senegal, Tanzania and Uganda have taken part in the Vi's mentored fellowship programme for staff from African LDCs. The six-week fellowships take place at UNCTAD in Geneva. Additionally, two researchers from Tanzania and Uganda undertook mentored research projects with support of an online mentor.

Regarding curriculum development, course delivery and videoconferences, the Vi:

- Assists universities in the design of courses and programmes in the area of trade and related fields, and their integration into the curricula. So far, Vi universities from four African LDCs – the University of Dar es Salaam (Tanzania), Eduardo Mondlane University (Mozambique), Cheikh Anta Diop University (Senegal), and the Makerere University Business School (Uganda) – have benefited from technical assistance from the Vi. Moreover, the Vi has provided feedback on the planned programme of the Abomey-Calavi University (Benin), a non-member of the Vi. Comments were also provided to Addis Ababa University in Ethiopia on a competition policy Master's programme.
- Complements TRCB activities of partner universities by arranging for UNCTAD experts to take up the teaching of selected courses in their trade programmes. The University of Dar es Salaam received support in the delivery of the commodity course for the first (2006) and second intakes (2007) of its professional Master of International Trade programme. The course was also delivered by UNCTAD to the third intake of students during their study tour to Geneva in February 2010. Under the arrangement, the university was expected to gradually take over the teaching of the course. Additionally, the students benefited from exposure to trade-related research and policy making at Geneva-based international organizations and the permanent mission of Tanzania during tailor-made training programmes delivered at UNCTAD, WTO and ITC in the framework of two Vi study tours (2006, 2010).

In terms of inter-institutional cooperation among network members, representatives of LDC

<sup>27</sup> Teaching materials on the following topics have been developed: economic and legal aspects of foreign direct investment; economics of commodities production and trade; competitiveness and development; trade and poverty; regional trade agreements, trade data analysis; and transfer of technology.

<sup>28</sup> Through the localization process, the generic materials developed with assistance of the UNCTAD Vi are adapted to the local context. This is done by the inclusion of elements, information and data of relevance to the country in which they will be used. The additions are research-based. The localizations may also involve translation of relevant parts of the generic materials from English into the language used in the country.

universities attended all four meetings of the Vi network (2005, 2006, 2008 and 2009), which gave them the opportunity to establish contacts with other universities, both from the South and the North, and to discuss potential cooperation. The LDC university from Senegal consequently participated in a joint research project on Chinese textile exports to Africa with a Vi member in China, the University of International Business and Economics. With regard to cooperation with universities from developed countries, following the contacts facilitated by the Vi, two LDC universities (in Tanzania and Uganda) are currently participating in a capacity-building project managed by the Vi member in Germany, the University of Applied Sciences Berlin.

### 3.3 Contribution of the Vi to TRCB at universities in African LDCs

Capacity building is a long-term process where results can only be achieved in a corresponding time frame. Impacts are particularly difficult to measure when capacities do not stay with the immediate recipient of TRCB (academia), but are propagated further (graduates employed by the government or the business sector). Additionally, as mentioned in the previous chapter, a number of institutions are involved in TRCB in African LDCs. Therefore, when analyzing the results of their contributions, it is inherently difficult to attribute an impact to one or another, as it is more likely an outcome of their combined intervention. Moreover, indicators of capacity building that capture both quantitative and qualitative aspects of the process are very difficult to define. This case study therefore relies primarily on the feedback by the recipients of Vi activities (academics and students).

Within this context, the significance and value added by the support of the Vi is characterized by:

- **Concentration of resources on HRD** – This underscores the weight of the Vi’s interventions in TRCB, as HRD attracts marginal attention in trade-related capacity building (as demonstrated in figure 2).
- **Building local multipliers for TRCB** – By targeting academia, the Vi’s interventions have greater potential for creating sustainable local capacities conducive to the generation and dissemination of knowledge needed by beneficiary countries in order to manage their trade development agenda.
- **Appropriate pedagogical approach** – The pedagogical relevance of TRCB interventions determines their subsequent results and developmental impacts. The pedagogical

appropriateness of the Vi’s TRCB is underlined, *inter alia*, by being demand-driven, as well as by the careful blend of intervention measures of an emergency nature with those of a strategic/foundation nature.

A survey of the situation in African LDCs reveals several achievements in the areas listed below, which can at least in part be directly or indirectly linked to the support of the UNCTAD Vi. From a technical perspective, these achievements can be expressed through the measurable results of development interventions (collected through questionnaires) and testimonials from beneficiary institutions. Given the duration of its cooperation with the different LDC universities (see section 3.2), the Vi has achieved the most significant results in Tanzania and Senegal.

#### 3.3.1 Increased awareness of the importance of trade issues and growing number of trade-related degree programmes in African LDCs

The Vi has been among the actors spearheading TRCB initiatives in African LDCs. An increasing number of tertiary education institutions in these countries now offer qualitatively competitive TRCB programmes. Thus, while as recently as 2004, only the Eduardo Mondlane University in Mozambique offered a trade law degree programme, by 2009 other institutions were offering or planning to offer programmes in the area of trade. The University of Dar es Salaam (Tanzania) and the Cheikh Anta Diop University (Senegal) launched their trade programmes (with economics and business angles, respectively) in 2005 and 2007. The Addis Ababa University (Ethiopia) also offers graduate programmes/courses in trade with economic and legal perspectives. The Makerere University Business School (Uganda) and the University of Abomey-Calavi (Benin) plan to launch Master’s programmes in the trade/economics area shortly. The Vi provided comments on these trade programmes to its member universities. In Uganda, for example, the partnership with the Vi helped raise the profile of trade and development issues among top managers of the university, as well as their awareness of the importance of policy-relevant research and the ensuing need to build capacities for teaching and research in this important area.

“Uganda’s growth will come from trade. The Virtual Institute is an avenue for us to acquire the skills necessary to prepare students to use the potential we have to change the society”.

*Prof. Wasswa Balunywa, Principal,  
Makerere University Business School, Uganda*

“We all agree that we have shortage of professionals who understand the complex issues of international investment and trade laws. Bargaining with those countries that have well developed and competent professionals is very difficult. Cognizant of this problem, Addis Ababa University inaugurated a new programme at postgraduate level to train students on international economic law. And I think that is a big start but needs help from institutes like yours [Vi] for the continuity and fruitfulness of the programme”.

*Kassahun Aberra,  
Ethiopian Economic Policy Research Institute*

### 3.3.2 Enhanced teaching of trade through access to high-quality teaching materials

Access to the Vi’s teaching materials, as well as the publications on its web platform, has contributed to simplifying the preparation for teaching, through, *inter alia*, the diversification of teaching methods, provision of ideas for topics to be covered, access to papers, etc. The Vi online library was rated by LDC university staff as the most frequently visited part of the site, followed by the section containing teaching materials. Individual Vi materials were used by university lecturers in 54 cases to teach a total of nearly 3,700 LDC students. The materials enriched existing courses, and in some instances – in the case of 12 lecturers from Senegal and Uganda – supplied the content for entire courses.<sup>29</sup>

<sup>29</sup> 2009 Vi membership survey.

Table 2

Use of UNCTAD Vi teaching materials by African LDC universities

Material	Countries	Number of teachers	Number of students
Foreign direct investment	Mozambique, Senegal, Tanzania, Uganda	9	934
Commodities	Mozambique, Senegal, Tanzania, Uganda	13	500
Competitiveness and development	Senegal, Tanzania, Uganda	5	449
Trade and poverty	Senegal, Tanzania, Uganda	7	730
Regional trade agreements	Mozambique, Senegal, Tanzania, Uganda	8	879
Trade data analysis	Senegal, Tanzania, Uganda	8	149
Transfer of technology	Senegal, Tanzania, Uganda	4	39
Total		54	3,680

Source: Author, based on information from various UNCTAD Vi documents.

#### Use of Vi teaching materials in the classroom

“The use of the material on commodities was very successful in the context of a Master’s in rural economy delivered by the university. It has helped the students to understand all the difficulties related to the establishment of a Common External Tariff, for instance. The latter was made possible by the inclusion of a simulation exercise on this topic in the material”.

*Ibrahima Thione Diop,  
Director of the Institute of Applied Economic  
Research, Cheikh Anta Diop University, Senegal*

“The material on competitiveness and development has been used in whole or in part in the various

competitiveness courses offered by MUBS. It is very rich, well researched and covers virtually all issues one would want to cover while addressing the subject matter of competitiveness at all the three levels – firm level, sector/industry level and national level. The presentation style and format simplify the subject matter and make it understandable to students, including those new to the subject. The simulation exercises and the country used in the case are closely reflective of the conditions prevailing in Uganda and East Africa in general”.

*Geoffrey Bakunda, Dean,  
Faculty of Marketing and International Business,  
Makerere University Business School, Uganda*

The two materials adapted by university staff to the context of their respective countries were used in teaching several graduate programmes. In Senegal, the text was used in the Master's programme in rural economy, the Master's programme in economics and an MBA programme – principally in courses related to the international economic environment of enterprises, and international trade. In Uganda, the localized RTA material was used in the Master's programme in international business – in courses on economics of international trade, as well as globalization and the environment of international business – and an MBA course on regional economic cooperation and integration.

### 3.3.3 Strengthened knowledge and skills on trade for academia from African LDCs

The professional skills of staff at LDC universities have been improved through the mentoring and coaching of researchers participating in local adaptations of the Vi teaching materials, the fellowship programme, the online mentored research projects, the understudy of UNCTAD experts delivering the commodity course for Tanzanian students, as well as national and regional Vi professional development workshops.

For example, when the Vi was launched in 2004, the University of Dar es Salaam had only one trade economist. By 2009, 13 young staff members had graduated from the professional Master of International Trade programme. The Vi fellowships allowed them to advance with their trade-related research projects, and to work on their papers and Master's dissertations, which were then rated at the top of their classes. Similarly, in Senegal, there are now 6 staff members who have strengthened their skills in this area through participation in trade-related Vi fellowships.

#### On the impact of Vi fellowships

“The fellowship has been useful for me for several reasons. It allowed me to meet and discuss with experts, learn, benefit from an enabling work environment and in particular get access to different databases, books and scientific reviews available online. In fact, these elements represent one of the constraints to the work at our university. The fellowship allowed me to advance with the draft of an article which I will finalize upon my return to Senegal and present it as a publication for my *concours d'agrégation* [process of acceding to a higher grade post at the university where publication record is one of the criteria].

*Mamadou Marone,  
Cheikh Anta Diop University, Senegal*

“My stay at UNCTAD was very useful. I came with nothing but am leaving with a PhD proposal almost at its final stage”.

*Mesia Ilomo,  
University of Dar es Salaam, Tanzania*

After following UNCTAD's experts during the delivery of the commodities course for three intakes of pMIT students, the staff at Dar es Salaam University developed sufficient capacity in the field, and are now ready to take over teaching this course for the next intake.

Additionally, 87 staff members from universities in Senegal, Tanzania and Uganda were trained on trade data analysis, and another 24 lecturers/researchers from LDCs outside the current membership benefited from Vi regional professional development workshops.

#### Feedback about the use of the knowledge from the Vi regional workshop on trade and poverty 2007

“The materials distributed at the workshop helped me in teaching. Indeed, for me as a lecturer of international trade theory, the UNCTAD materials contributed in some empirical case studies, especially the documents related to the least developed countries. The materials related to the methodology were of a great importance in terms of research, especially as the methodology was quite new for me”.

*Félicien Usengumukiza,  
National University of Rwanda*

“I happen to be an active member of the Tanzania Trade Experts Association. We are currently involved in expert-level meetings/workshops on EPAs between the EU and East African Community Partner States. One of the pledges in the EPA draft is that the arrangement (EPA) will address trade and development concerns of EAC, including capacity building and poverty reduction. I have proposed modalities on how this can be brought about, substantially making reference to pro-poor trade or economic growth details contained in the workshop material”.

*Charles Domician,  
University of Dar es Salaam, Tanzania*



### 3.3.4 Enhanced local research and links between research and policy-making

The number of consultancy or advisory services on trade in African LDCs provided by local experts is increasing. Some senior staff from LDC Vi member universities in Ethiopia, Senegal, Tanzania and Uganda are currently involved in research assignments for development partners such as UNIDO, FAO, the World Bank, the WTO, and other donors. They also provide research and act as advisors for their governments. A researcher from Ethiopia, for example, is a member of the national technical committee for Ethiopia's WTO accession and the chair of the sub-committee on trade-related aspects of intellectual property rights. Several of his colleagues have provided analysis and advice on the new draft law regarding the regulatory framework governing market competition. Another researcher from Uganda has been a member of the inter-institutional trade committee and the national development forum of the Ministry of Tourism, Trade and Industry.

The Vi's support has helped, in particular junior members of staff, to get involved in policy-oriented research. The importance of the Vi's funding for their research varies depending on the other funding opportunities to which they have access.<sup>30</sup> For junior researchers especially, the funding provided under the Vi fellowship scheme, localizations, or mentored research projects, has been their only source of research funds. Additionally, the Vi's funding is not associated with a prescribed research topic, thus the researcher is free to propose a topic of his/her interest provided it is policy-relevant to the country. The Vi's support to research is not limited to the provision of funding but is enhanced by an important capacity-building component consisting of coaching and peer reviewing of research projects, provision of access to literature and data, as well as contacts with international experts working in the area of the research undertaken.

In Tanzania, a number of ministries and development partners such as the World Bank, are increasingly using graduates of the professional pMIT as advisors. For instance, a graduate of the pMIT programme and lecturer at the University of Dar es Salaam served as an expert on the team working on the Trade Policy Review for his country. Another researcher from Senegal was entrusted with a research assignment for the government. Additionally, the outcome of the mentored research project on export processing zones in Tanzania, undertaken by a junior researcher from the University of Dar es Salaam, was shared with the management of the Export

Processing Zones Authority. Moreover, another project by a researcher from Uganda, on mergers and acquisitions in the country's banking sector, was conducted in cooperation with a policymaker from the Central Bank of Uganda.

In broader terms going beyond the scope of the Vi's interventions, a growing mass of knowledge on the management of the trade development agenda in African LDCs is generated through research by local experts. This has improved the relevance of educational interventions, through greater integration of local data into designed courses. Moreover, the knowledge generation and policy decision processes in African LDCs are increasingly being informed by research conducted by local experts.

### 3.3.5 Increased involvement of home-grown trade experts in the management of the trade development agenda

A growing number of trade experts from African LDCs engaged in the public sector, private sector and civil society are locally educated/trained,<sup>31</sup> and occupy strategic decision-making and negotiating positions. A case in point is Tanzania where the pMIT programme has already produced two intakes of graduates. Two of these graduates have been promoted to head the sections responsible for regional trade arrangements and for small and medium-sized enterprises respectively, at the Ministry of Industry, Trade and Marketing. Another has been promoted to the post of Deputy Executive Secretary in the President's Office Planning Commission, where he heads the International Trade and Economic Relations Cluster. Other graduates have been temporarily posted to Tanzania's Permanent Mission in Geneva. Additional institutions that play key roles in trade development, such as the East African Business Council, (Tanzania's) Board of External Trade and local education/training institutions, such as the College of Business Education, have also employed graduates of the programme.

Graduates of the pMIT programme at the University of Dar es Salaam played a key role in the negotiations of the Economic Partnership Agreement between the EU and the East African Community, as well as in the negotiations for the Protocol of the East African Common Market. Similarly, graduates from Vi universities in other countries have been placed in trade-related positions, in particular in the public sector (the largest employer of graduates in Mozambique and Ethiopia), but also in the private sector, and a considerable share stays in academia. According to testimonials by the partner universities, very few

<sup>30</sup> Out of the 19 LDC respondents to a 2009 Vi member survey, 11 (mainly junior researchers) indicated that the only funding source for their research came from the university, or that they did not have access to any funds whatsoever. At a higher level, several junior or mid-career researchers managed to access funds from international organizations (World Bank) and donors (SIDA) to the tune of US\$5,000-20,000. Finally, one junior and three mid-career researchers are well connected to both international and national sources of funding for research and have received more than US\$20,000 from these sources.

<sup>31</sup> For instance, 90 students have been educated in the three intakes of the pMIT programme at the Vi member university in Tanzania, and 88 students in the two intakes of the Master's in International Trade Policy and Negotiations at the Vi member university in Senegal.

students go abroad. While there is no complete tracking of graduates over a longer time span, rough estimates suggest that the capacity built stays in the country and is not lost to brain drain. Another aspect to keep in mind is that students in graduate programmes have often already accumulated work experience (in government institutions), and return to their departments after finishing the programme.

### 3.3.6 Greater exposure and networking opportunities for academics from African LDCs

The Vi has provided academics from participating LDC universities with access to partners in trade-related international organizations, as well as opportunities to cooperate with developed and developing country universities that have proven useful for their further professional growth.

Through the participation in fellowships, participating academics got access not only to sources of information and data, but also to Geneva-based experts at international organizations working on trade issues and to the permanent missions representing their countries in trade negotiations. The Vi has facilitated access for its LDC members in particular to the ITC, whose experts subsequently delivered a workshop on market analysis tools for the Vi member university in Uganda, and to the WTO, which trained developing country academics in Senegal and Tanzania on trade negotiations. The Cheikh Anta Diop University was also selected to participate in the newly launched academic cooperation programme of the WTO, the WTO Chairs Programme.

With regard to the four meetings of the Vi global university network, all the LDC academics who participated commented on the meetings' usefulness for building professional contacts. Four of them met one or more counterparts from other universities with whom they have stayed in touch, and three were able to establish cooperation projects.

The joint research between Senegal and China mentioned earlier, and cooperation projects with Vi members from more advanced economies, have resulted from Vi networking activities. Under these arrangements, a junior member of staff from the Makerere University Business School attended the Master's programme in international economic law and policy at the University of Barcelona, under joint sponsorship of the receiving university and the Vi. In addition, two African LDC universities (from Tanzania and Uganda) were selected, together with eight other Vi members, to participate in a cooperation programme of the University of Applied Sciences Berlin which includes fellowships for senior and junior members of staff, research projects and conferences.

All the members of staff at LDC universities involved in the Vi noted, in a 2009 membership survey, that long-term involvement with the Vi had been beneficial to their own and their institutions' teaching and/or research. The programme contributed to building endogenous local capacity for trade and capacities to generate and disseminate this knowledge. Furthermore, it has helped promote trade programmes in beneficiary countries and connect academia with policymakers.

**"... The possibility of regular consultations with all the researchers, interns, and staff of the UN is one proof of the important role of the Virtual Institute in building and strengthening connections between educational institutions, governments and researchers for capacity building and better integrated understanding of international trade in commodities and other matters. Through the Virtual Institute fellowships, it is possible to encourage university partnerships and South-North-South cooperation".**

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## CHAPTER 4

### *Capacity building for academia in African LDCs: Considerations for future interventions*

In the past decade, positive developments occurred with regard to the building of trade capacities in African LDCs. Countries now benefit from more qualified policymakers and negotiators in the area, and local experts play a greater role in managing their countries' trade agenda. As a representative of Lesotho's Ministry of Trade and Industry, Cooperatives and Marketing put it: "Capacity has increased. We are still least developed countries, with low levels of development and scarce resources to allocate. The gap we are trying to close is great. But things are evolving" (Biswas, 2008).

The role of local academia has also shifted over time from the traditional scenario which limited their involvement by delegating the design of TRCB to foreign institutions (consultants). Pedagogically, this modality of delivery, which built on one-off, *ad hoc* interventions, could not effectively contribute to building sustainable local capacities for the generation and dissemination of necessary skills and leveraging them for development. More recently, tertiary education institutions have become more systematically involved in TRCB programmes, both as beneficiaries, and as service providers.

Notwithstanding these positive trends, the capacity-building needs of governments and other stakeholders involved in the formulation of trade policies and negotiating positions in African LDCs are still far from being fully met. The same can be said for local academic institutions, which still need to strengthen their capacities to be able to act as providers of sustainable trade-related education/training, as well as analytical inputs for policy-making. In this context, the following section proposes some considerations for future TR-HRD activities which build on achievements, while addressing the challenges still facing TRCB in African LDCs.

#### 4.1 Developing sustainable local capacities on trade

Despite undeniable progress in the strengthening of trade-related capacities in African LDCs, significant gaps remain, along with the prevalence of stopgap measures to address capacity-building needs. "...[TRCB] programmes frequently focus on directly visible results (backstopping the most urgent gaps) without addressing more fundamental weaknesses in recipient states, and support tends to be temporary and based on short-term financing, which constrains the possibilities for building institutional knowledge, analytical skills and policy-making capacities" (Bilal *et al.*, 2006: 9). Consequently, short-term objectives that have to be addressed as a matter of urgency tend to prevail to the detriment of sustainable capacity building. While the development of local capacities will inevitably take some time, and may therefore not address the current short-term demands locally in the immediate future, it is important for African LDCs to keep in mind their longer-term capacity-building objectives and to integrate the steps necessary to strengthen local capacities into their current TRCB strategies. It is also important that development partners support these strategies with corresponding predictable longer-term funding.

#### 4.2 Institutionalizing foundation education trade programmes in African LDCs

The assessment of trade-related human resources in a number of LDCs points to areas requiring a combination of TRCB approaches which include both foundation education and short-term technical training, or on-the-job training. The former could provide training on issues such as international trade theory, trade policy analysis, trade databases, data analysis and modelling, dispute

settlement, regional trade agreements, ACP-EU trade, the WTO, trade negotiating skills and communication skills (CMA/AOC, 2009).

In some instances, greater involvement of higher learning institutions in educating government staff and other stakeholders is factored into possible responses to capacity gaps, and the introduction of degree programmes is either implemented or envisaged. In this context, higher learning institutions in African LDCs that do not have specialized trade courses and/or programmes should be assisted in introducing them. Appropriate institutional anchoring is crucial in order to ensure that the trade agenda is not marginalized, and that training and education activities can be offered in a sustainable manner. Moreover, education and training programmes should seek to create cadres of trade experts in critical mass proportions. Such programmes should ideally be anchored in specialized units within existing academic institutions and receive support for their design and establishment.

### 4.3 Blending foundation education with vocational training

The scope of TRCB services offered by education and training institutions in LDCs is currently still very narrow, and is usually limited to individual trade courses or integrated programmes in the area of foundation education. The desirable situation, however, is that TRCB programmes for African LDCs properly blend foundation education with shorter-term (vocational/continuing education) training programmes. The former refers to long-duration, more comprehensive education programmes at various levels (diploma, undergraduate, postgraduate, etc.). The latter includes both institutionalized short-duration training programmes, as well as special knowledge/skills enhancement and sensitization programmes in the form of short-duration stopgap interventions like seminars, workshops, symposia, etc. It should be noted that short-duration training programmes are also essential for updating the knowledge of experts who studied trade at the university level. The two types of programmes should be designed in such a way that they reinforce each other. The dynamic complementarities between them should be maximized.

### 4.4 Enhancing analytical capacities on trade in African LDCs

Needs assessments conducted for the Integrated Framework, as well as several studies and sources (Graham, 2005; Bilal *et al.*, 2006; CMA/AOC 2009), also identify weak analytical capacities in

the government and among other trade policy stakeholders as an impediment to effective trade policy-making. The process leading to negotiations needs to be carefully planned, and research is a key element of these preparations. Analysis should be conducted on the trade issues at stake for all negotiating parties (not only the LDC, but also the party or parties on the other side of the negotiating table), their potential impact on participating countries' trade-related domestic policy issues, laws and international rules that apply, and the views of relevant national stakeholders. Such analysis is essential to back negotiations with solid evidence and provide negotiators with factual arguments. This will not occur without adequate investment in the capacity for research and policy analysis (Oyejide, 2005).

Research capacities of the following stakeholders therefore need to be built or strengthened, to the extent that corresponds to their specific needs:

- **Government** – so that officials can perform analytical tasks, as well as comprehend and critically assess research supplied by others;
- **Potential suppliers of trade-related research** (think tanks, universities, etc.) – so that they can provide locally grounded policy-oriented research as an input to government policy-making, as the scarcity of indigenous high-quality research to support negotiating teams has been identified as one of the key constraints facing African trade negotiators (CMA/AOC, 2009);
- **NGOs and private sector associations** – so that they can conduct policy advocacy and help the government define national interests in trade negotiations in a competent manner.

It would also be useful if negotiators could benefit from support by teams of qualified local researchers who have an in-depth knowledge of the economic environment and the necessary skills to evaluate the impact of various negotiating proposals or scenarios on the country.

### 4.5 Strengthening stakeholder organizations and the mechanisms for mainstreaming trade in development strategies

As highlighted in Chapter 2, a participatory approach to trade policy formulation is essential for a country to ensure that negotiating positions reflect the concerns and interests of the various national constituencies concerned, namely the public sector, the private sector and civil society. While the state/public sector is usually organized in one way or another, many LDCs do not have

viable private sector and civil society associations/fora as such, including specialized associations focusing on trade. It is therefore necessary to encourage trade professionals in African LDCs to organize themselves in consensus-building and advocacy platforms so that they can discuss trade issues and forge common positions. Members of these fora/associations should be invited by the government to meetings and other events where trade development matters are discussed,<sup>32</sup> possibly in the framework of the inter-institutional trade committees that provide for tripartite social partnerships bringing together state actors, the private sector and civil society.

Concrete support to enable trade experts from LDCs to organize themselves in sustainable advocacy platforms can be provided in a number of ways, including the following:

- Assisting trade experts in the design of the constitution and programmes of the associations. This could be achieved by linking trade experts from different countries so that they can emulate best practices.
- Assisting trade experts from sub-regions to organize themselves in active sub-regional associations of trade experts. Lessons can be emulated from such initiatives as the Southern African Trade Research Network (SATRN), the Southern African Development Research Network, the Tanzania Trade Experts Association (TRADEXA), etc.
- Assisting the national and sub-regional associations of trade experts to mobilize seed capital to get started (e.g. to meet rental expenses for the first one to three years, purchase office equipment, etc.) and to cover the costs of their activities.

#### 4.6 Some possible future initiatives by the UNCTAD Vi

Many of the institutions in Annex A have benefited from support from the Vi in terms of designing courses and/or entire programmes and integrating them into their curricula, accessing teaching materials, and through staff development or direct teaching of courses by UNCTAD staff or other

experts mobilized by the Vi, among other services. Resources permitting, the existing support could be continued and extended by adding more LDC academic institutions to the Vi network, as well as by providing additional services, such as the following:

- **Post-fellowship grants** – Micro grants could be provided to fellows from LDCs in order to enable them to finalize the projects developed during their fellowships at the UNCTAD Vi. Rigorous criteria should be used to ensure that such grants go to the most promising candidates.
- **Extended fellowships for PhD students** – Longer-duration fellowship programmes could be introduced for PhD students from African LDCs who are enrolled at an internationally recognized university. The fellowships could be organized along the lines of a similar programme offered by the WTO, and range between 6 and 9 months. The beneficiaries should be students at an advanced stage of PhD studies.
- **Sponsorship of academics from African LDCs to attend important trade-related meetings** – The Vi could offer advice to universities in designing projects and soliciting funds from donors to sponsor the attendance of academics to meetings important for their exposure and networking, and for consolidating their knowledge and skills on the trade development agenda.
- **Support for the design and institutionalization of outreach programmes** – The Vi could also consider using its experience and the experience of other members of the Vi network to support academics and institutions in African LDCs to design and institutionalize diverse outreach programmes (e.g. information dissemination and awareness-raising programmes, knowledge and skills upgrading programmes, etc.) targeting different stakeholders beyond “formal” students. This could be achieved by linking institutions from African LDCs with other members of the Vi network.

<sup>32</sup> For instance, in Tanzania, they worked together with officials from the Ministry of Industry, Trade and Marketing to prepare the country's position for the Hong Kong Ministerial Conference in 2005.

## CONCLUSIONS

Partly due to the lack of internal capacities to generate and disseminate trade-related knowledge, many African LDCs fail to leverage trade for development and poverty reduction. The breadth of the trade and investment development agenda, which touches upon many issues, and the lack of emphasis on an integrated framework for building the essential capacities for trade and investment development, makes responding to pertinent challenges a daunting undertaking.

Cognizant of the challenge facing African LDCs, a number of projects, largely supported by development partners, have been established to respond to the spectrum of deficits. Within this context, different forms of TRCB have been provided.

Lessons learned through decades of TRCB show that the success of interventions depends on the extent to which their key elements are integrated with each other. This understanding should be reflected in a conceptual framework for TRCB, and the efforts should focus on the implementation of this framework.

Such a framework views TRCB as a gradual three-stage process that starts with the elimination of gaps through a variety of mutually complementary capacity-building activities. The second stage builds basic capacities, i.e. enabling strategies, policies, and laws and regulations, enabling institutional framework, and HRD. Finally, the third stage entails enhancing or building networks, mobilizing and mainstreaming local experts into the management of the trade development agenda, and bridging gaps related to trade data and information.

In order to make the results sustainable, TR-HRD that targets educational and training institutions should be at the centre of TRCB initiatives in African LDCs. Local education and training institutions are necessary, inasmuch as they form part of the knowledge generation process – capable of absorbing new knowledge, and designing, conducting and updating training programmes where necessary. Translating these ambitions into action is a challenging, but unavoidable task.

The considerable capacity gaps in all major areas (strategies, policies, and laws and regulations; institutions to generate and disseminate knowledge; mechanisms for mobilizing and involving trade experts in capacity building and other aspects of the management of the trade

development agenda; professional networks; platforms for better mainstreaming of trade into development strategies; institutions to mobilize and manage data and information; etc.) in African LDCs justify continued support by development partners, including the Vi, for the foreseeable future. Therefore, development partners, including bilateral and multilateral donors, should closely collaborate with local actors to adapt their TRCB interventions to the needs of African LDCs.

At the same time, it is necessary to bear in mind that support does not exclusively mean assistance (financial and otherwise) from external sources. Local sources, both from the government and the private sector, should also be identified and leveraged for TRCB. Such sources could assist in providing or building seminar/class rooms, equipping computers labs, supporting the establishment of university libraries, or sponsoring local students.

The analysis undertaken reveals a lack of systematic up-to-date information about the current status of TRCB in individual African LDCs, and even more so, about the role of academia in such TRCB. Further empirical studies focusing on TRCB in individual countries or groups of countries would therefore be useful. Country or regional studies could look into the institutional and human resources aspects of TRCB and provide empirical information about the current situation, needs of individual stakeholders and the role of academia. Studies could also assess the existing TRCB aimed at strengthening trade policy formulation and management, and formulate recommendations for the country, or, if conducted on a sample of countries, develop more broadly valid conclusions applicable to specific groups of LDCs. The role of regional/international networking for TRCB in African LDCs, including academic/research networks, could also be a topic for further studies.

The present study is meant as an initial contribution to the reflection on TRCB in African LDCs, with a particular emphasis on the role of academia. As mentioned at the beginning, the scope of TRCB is so large that it is not possible to cover all of its components in a single study. This domain is in constant evolution, and new methods and approaches, such as the increasing use of technology for knowledge dissemination, are of crucial importance for TRCB. Further work could address these issues.

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## ANNEX

**Annex A: Status of development of specialized trade-related programmes in selected African universities<sup>33</sup>**

	LDC	Institution	Name of programme	Comments
<b>Eastern Africa</b>				
1	LDC	Eritrea: University of Asmara	MSc in Economics	Two specializations: development economics and international economics and finance.
2	LDC	Ethiopia: University of Addis Ababa	Master in Applied Trade Policy Analysis	Sponsored by the World Bank/European Union.
3	LDC	Ethiopia: University of Addis Ababa	LLM in Law, specialization in Public International Law	
4		Kenya: KCA University	MA in International Economic Law	In cooperation with University of South Africa.
5		Kenya: University of Nairobi	MA in the Economics of Multilateral Trading Systems	Offered since 2009; support from ITTC/WTO.
6		Mauritius: University of Mauritius	Master in Applied Economics, specialization in International Trade and Economic Diplomacy	
7	LDC	Tanzania: Centre for Foreign Relations	Postgraduate diploma in Economic Diplomacy	
8	LDC	Tanzania: Trade Policy Training Centre in Africa	Trade-related courses; MSc in International Trade Policy and Trade Law	Courses delivered by visiting professors; degree granted by the University of Lund, Sweden; sponsored by SIDA.
9	LDC	Tanzania: University of Dar es Salaam	Professional Master of International Trade	Offered since 2005; support by both the UNCTAD Vi and other Geneva-based institutions; sponsorship by DANIDA.
10	LDC	Uganda: Kampala International University	Master of Law in International Economics and Trade Law	
11	LDC	Uganda: Makerere University Business School	Programme planned at Master's level	Support from the UNCTAD Vi in the design of the programme.
<b>Southern Africa</b>				
12		Botswana: University of Botswana	MA in Applied Economics	Programme designed for professionals, focus on policy analysis.
13	LDC	Lesotho: National University of Lesotho	Postgraduate diploma in Economics	Covers courses in development planning and trade and development.
14	LDC	Mozambique: Eduardo Mondlane University	Master in International Trade Law	Offered since 2004.
15		Namibia: University of Namibia	Master in Trade Policy	Launch planned in February 2012; support from ITTC/WTO.
16		South Africa: University of Cape Town	LLM in International Trade Law	
17		South Africa: University of Johannesburg	Honours degree in Trade and Development	
18		South Africa: University of Pretoria	LLM in International Trade and Investment Law in Africa	Also pursues initiatives to assist universities in the design of trade programmes.
19		South Africa: University of South Africa	LLM in International Economic Law	

<sup>33</sup> The table comprises findings of a web-based research. Programmes listed in the table either focus on international trade and international economics, or cover a relevant range of trade-relevant issues. Where no detailed information on the curriculum or the courses offered was available online, and the title of the programme was not indicative, the programme was not considered for inclusion in this table. The information about planned programmes is based on the author's personal knowledge and may not be exhaustive.

	LDC	Institution	Name of programme	Comments
20		South Africa: University of South Africa	PhD in International Economic Law	
<b>Central and Western Africa</b>				
21	LDC	Benin: University of Abomey-Calavi	Programmes planned at Master's level	Comments from the UNCTAD Vi on the design of the programmes.
22		Cameroon: Université de Douala	<i>Master II en Intégration Economique</i>	
23		Cameroon: University of Yaoundé II	<i>Master en Politiques et Négociations Commerciales Internationales</i>	Offered since 2005; collaboration with ILEAP.
24		Democratic Republic of the Congo: Université Protestante du Congo	<i>Deuxième Licence Droit Economique et Social</i>	Courses cover trade-related issues.
25		Gabon: Université Omar Bongo	<i>Master en Economie Internationale, Monétaire et Bancaire</i>	Specialization in international economics offered.
26	LDC	Senegal: Cheikh Anta Diop University	<i>Master professionnel II en Politiques et Négociations Commerciales Internationales</i>	Support from the UNCTAD Vi in the design of the programme.
27	LDC	Senegal: Cheikh Anta Diop University	<i>Master professionnel II en Droit de l'OMC</i>	
28	LDC	Senegal: Cheikh Anta Diop University, Ecole Supérieure Polytechnique	<i>Master professionnel II en Commerce International</i>	

## Annex B: Trade-related capacity-building interventions by selected organizations<sup>34</sup>

<sup>34</sup> The table comprises findings of a web-based research. It contains information on the interventions of selected international actors listed in subsection 2.2.2 that directly offer or support education and training-related TRCB that benefit African LDCs. Actors listed in subsection 2.2.2 that are mainly active as donors and grant giving institutions were not included in this table.

Category of CB intervention	Type of programme	Explanation
<b>1. European Centre for Development Policy Management (ECDPM)</b>		
Short-duration skills development	Fellowships	ECDPM organizes 6-month fellowships for MA students at the Maastricht office. This intervention is part of ECDPM's activities within the scope of its South-North Training, Research and Policy Network on Trade and Development.
Foundation/long-duration education	Teaching in degree programmes	ECDPM staff members teach in programmes of partner universities. This intervention is part of ECDPM's activities within the scope of its South-North Training, Research and Policy Network on Trade and Development.
<b>2. Food and Agriculture Organization of the United Nations (FAO)</b>		
Short-duration skills development	Training workshops, seminars, symposia	FAO's interventions are mainly through training workshops, seminars, symposia. The coverage is international trade in agriculture.
Foundation/long-duration education	Teaching in degree programmes	FAO members of staff teach in programmes of partner universities when requested. In this case, the mode of delivery is executive.
<b>3. International Lawyers and Economists Against Poverty (ILEAP)</b>		
Short-duration training	Training workshops	ILEAP's interventions comprise training workshops. The coverage is trade policy and trade negotiations and the interventions target trade negotiators, analysts and policymakers, as well as relevant private sector and civil society organizations.
Short-duration skills development	Research fellowships and exchanges	ILEAP organizes research fellowships for graduate and PhD law and economics students at its Geneva office.
<b>4. International Trade Centre (ITC)</b>		
Short-duration skills development	Training workshops, seminars, symposia	ITC interventions are mainly through training workshops. Typically, courses target entrepreneurs, though other groups are not excluded. Main issues covered include market analysis, and analysis of trade flows.
<b>5. Southern African Development Research Network (SADRN)</b>		
Skills development	Mentored research	SADRN provides mentoring support for researchers. The coverage is industrial and trade policy.
Short-duration training	Training workshops	SADRN interventions also include workshops. The target audience are individual researchers, policy research institutes, policymakers, the private sector and civil society.
<b>6. The South Centre</b>		
Short-duration training	Training workshops, seminars	Workshops and seminars covering various international trade, investment and development issues; the interventions target developing country delegates in Geneva.
Short-duration skills development	Internships	The South Centre organizes short-duration (3-6 months) and mid-duration (minimum 6 months) internships.

Category of CB intervention	Type of programme	Explanation
<b>7. Trade Law Centre for Southern Africa (TRALAC)</b>		
Short-duration training	Training workshops	TRALAC's interventions are mainly through training workshops on trade law matters (such as trade in agriculture, dispute settlement, negotiating skills, competition law).
Short-duration training and skills development	Training of trainers	Train the trainers interventions on the above mentioned topics target mainly university staff.
<b>8. Trade Policy Training Centre in Africa (TRAPCA)</b>		
Short-duration training	Short courses and tailored courses on trade policy	Besides an MA programme (see Annex B), TRAPCA organizes two-week short courses targeted at policymakers and researchers.
Short-duration training	Foundation course on international trade and development	Four-week course on international trade and development.
Short-duration training	Advanced short courses on trade policy	The two-week advanced short courses are modules of the MA offered by TRAPCA.
<b>9. United Nations Conference on Trade and Development (UNCTAD)/TrainForTrade</b>		
Long-term training and capacity building in the framework of technical cooperation projects	Training seminars, training of trainers and distance learning tutors, networking, support to policy making	UNCTAD's TrainForTrade organizes training workshops on diverse issues related to international trade and investment, competition law and policy, port management, sustainable tourism, etc. Programmes are also offered in a distance-learning mode.
<b>10. United Nations Conference on Trade and Development (UNCTAD)/Virtual Institute (Vi)</b>		
Foundation/long-duration education	Teaching in degree programmes	UNCTAD staff members teach in programmes of partner universities through executive mode of delivery; gradual take-over of teaching by local staff.
Short-duration training	Study tours	Tailored training programmes at Geneva-based organizations for students.
Short-duration training	Professional development workshops	Regional and national workshop covering various international trade, investment and development issues and quantitative research methods
Short-duration skills development	Fellowships for members of staff	Six-week research fellowships at UNCTAD supported by mentors.
Short-duration skills development	Internships for graduate students	UNCTAD Vi offers 4 to 6-month internships for graduate and postgraduate students.
Access to literature	Gateway to online trade library	UNCTAD Vi website offers access to a large number of UNCTAD and other literature, suitable for advanced education and training programmes.
<b>11. United Nations Economic Commission for Africa (UNECA)</b>		
Short-duration training	Training workshops and seminars	Workshops and seminars covering various international trade, investment, development issues and methodologies; the interventions target mainly trade officials and trade negotiators.
Short-duration skills development	Fellowships, internships	UNECA organizes fellowships and internships for visiting scholars and researchers.
<b>12. United Nations University – World Institute for development Economics Research (UNU-WIDER)</b>		
Skills development	Visiting Scholars Programme, internships for PhD students	The Visiting Scholars Programme, with duration of 2-6 months, gives scholars the opportunity to undertake research and to contribute to UNU-WIDER publications. The internship offers similar possibilities for postgraduate students.

Category of CB intervention	Type of programme	Explanation
<b>13. World Bank Institute (WBI)</b>		
Short-duration training	Short courses, workshops	Workshops and seminars covering various international economic and development issues targeted at researchers, government officials, private sector and civil society.
Skills development	Fellowships	WBI offers three different fellowship programmes and organizes fellowships for graduate and postgraduate students pursuing Master's or PhD studies.
<b>14. World Trade Organization (WTO)/Institute for Training and Technical Cooperation (ITTC)</b>		
Short-duration training	3-month regional course on trade policy	Programme designed for civil servants from trade and other economic ministries. The participants learn about the structure and work of the WTO, and WTO trade rules.
Foundation/long-duration education	Teaching in degree programmes	ITTC and other WTO staff teach in programmes of partner universities, through executive mode of delivery.
Short-duration skills development	Internships for PhD students	PhD students of international trade at advanced stage of their work can participate in this programme.
Short-duration skills development	Internships for civil servants	WTO organizes short-duration internships (about 3 to 4 months) for civil servants from trade and other economic ministries.
Long-term training	Financial support for trade-related academic programmes	Through the WTO Chairs Programme, WTO supports activities related to teaching, research and outreach.

**Annex C: Evolution and status of UNCTAD Vi membership as of 1 December 2010**

	Country	University	Date of accession	Development status
<b>Vi Core Members*</b>				
1	Argentina	Latin American School of Social Sciences (FLACSO), Buenos Aires	June 2005	Developing country
2	Belarus	Belarus State Economic University, Minsk	May 2007	Transition country
3	Brazil	University of Campinas	June 2004	Developing country
4	Canada	Carleton University, Ottawa	March 2005	Developed country
5	Cameroon	Yaoundé II University	May 2010	Developing country
6	Chile	University of Chile, Santiago de Chile	May 2007	Developing country
7	China	University of International Business and Economics, Beijing	March 2005	Developing country
8	Colombia	EAFIT University, Medellín	June 2006	Developing country
9	Egypt	Cairo University	May 2007	Developing country
10	Ethiopia	Addis Ababa University	September 2009	LDC
11	France	Pierre Mendès France University, Grenoble	June 2004	Developed country
12	Germany	University of Applied Sciences, Berlin	November 2008	Developed country
13	India	Jawaharlal Nehru University, New Delhi	June 2004	Developing country
14	Iran	School of International Relations, Tehran	July 2005	Developing country
15	Italy	Bocconi University, Milan	March 2008	Developed country
16	Jordan	University of Jordan, Amman	June 2004	Developing country
17	Kenya	University of Nairobi	December 2007	Developing country
18	Mauritius	University of Mauritius, Réduit	June 2004	Developing country
19	Mexico	Autonomous Institute of Technology of Mexico (ITAM)	June 2009	Developing country
20	Mozambique	Eduardo Mondlane University, Maputo	October 2006	LDC
21	Peru	Catholic University of Peru	September 2008	Developing country
22	Russian Federation	State University Higher School of Economics, Moscow	July 2007	Transition country
23	Senegal	Cheikh Anta Diop University, Dakar	June 2005	LDC
24	South Africa	University of Pretoria	April 2007	Developing country
25	Spain	University of Barcelona	July 2008	Developed country
26	Switzerland	World Trade Institute, University of Berne	May 2009	Developed country
27	Tanzania	University of Dar es Salaam	June 2004	LDC
28	Uganda	Makerere University Business School	November 2007	LDC
29	Ukraine	Vadym Hetman Kiev National Economic University	March 2007	Transition country
30	Uruguay	University of the Republic, Montevideo	October 2008	Developing country
31	Vietnam	Foreign Trade University, Hanoi	December 2005	Developing country
32	Barbados	University of the West Indies (Cave Hill Campus)	May 2005	Developing country

	Country	University	Date of accession	Development status
<b>Vi Affiliate Members**</b>				
1	Argentina	Universidad Nacional de Córdoba	October 2006	Developing country
2	Brazil	Federal University of Rio de Janeiro (UFRJ)	December 2008	Developing country
3	Brazil	Federal University of Viçosa (UFV)	December 2008	Developing country
4	Brazil	Institute for Applied Policy Research (IPEA)	September 2010	Developing country
5	Brazil	University of Sao Paulo	October 2009	Developing country
6	China	Shanghai University of Finance and Economics (SUFE)	April 2010	Developing country
7	Colombia	Academia Diplomática de San Carlos	October 2006	Developing country
8	Colombia	Fundación Universitaria Politécnico Grancolombiano	March 2009	Developing country
9	Colombia	Universidad Autónoma de Occidente	October 2006	Developing country
10	Colombia	Universidad de los Andes	June 2009	Developing country
11	Colombia	Universidad Icesi	October 2006	Developing country
12	Colombia	Universidad Tecnológica de Bolívar	October 2006	Developing country
13	Colombia	Universidad de Bogotá Jorge Tadeo Lozano	October 2006	Developing country
14	Colombia	Universidad de La Sabana	October 2006	Developing country
15	Colombia	Universidad del Norte	October 2006	Developing country
16	Colombia	Universidad del Rosario	October 2006	Developing country
17	Colombia	Universidad Sergio Arboleda	September 2008	Developing country
18	Colombia	Universidad del Valle	October 2006	Developing country
19	Russian Federation	St. Petersburg State University	March 2008	Transition country
20	Russian Federation	St. Peterburg State University of Finance and Economics	March 2010	Transition country
21	Russian Federation	Moscow State Institute of International Relations	March 2008	Transition country
22	South Africa	Stellenbosch University	June 2008	Developing country
23	Vietnam	Diplomatic Academy of Vietnam	Vietnam	Developing country

Source: Based on information from the UNCTAD Vi.

\* Core members are the main university members of the Vi in a country.

\*\* Affiliate members are additional universities/partners of the core university in the country.