

**SUMMATIVE EVALUATION:  
JOINT INTEGRATED TECHNICAL ASSISTANCE  
PROGRAMME (JITAP); THE COUNTRY EXPERIENCE\***

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*Abstract*

This evaluation is a follow-up to Part I and examines the progress and impact of the JITAP programme in each of the eight participant countries (Benin, Burkina Faso, Cote d'Ivoire, Ghana, Kenya, Tanzania, Tunisia and Uganda). The report highlights in particular, how country specific issues and circumstances require customised programme implementation.

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**REPORT OF THE SUMMATIVE EVALUATION**  
**OF THE JOINT INTEGRATED TECHNICAL**  
**ASSISTANCE PROGRAMME (JITAP)**  
**[ ITC/UNCTAD/WTO ]**

**PART II: THE COUNTRY EXPERIENCE**

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## INTRODUCTION

1. The experience of JITAP varies from one country to another. In the eight countries in which it has been implemented, the circumstances are so varied that outcomes also have to be varied. The capacities of counterpart institutions differ from one country to another. The role of the Ministry of Trade, which is the central institution at the country level for JITAP, is not identical in each country. In some countries it has a more influential role than in others. The place of the Ministry of Trade has an important bearing on JITAP outcomes. Similarly, not all countries are inclined to be actively engaged on MTS issues. It is partly to do with capacities; it is also partly to do with historical attitudes towards an open trading system. Private sector institutions are also different from one country to another. In some countries, Chambers of Commerce and product associations are active and engaged in MTS issues, whereas in others they are clearly outside the mainstream. Institutions such as universities have not been engaged by JITAP to the extent that they should be and this is an area where further action is required. The quality of local management has also varied between countries. One factor common to all countries is that there is a lack of incentive for local managers of JITAP.

2. The experience at the country level leads to one important conclusion, apart from others, which needs to be highlighted. Even when compared with two years back (the time of the MTE), there is a greater interest in trade issues. JITAP participants and others are particularly aware of the opportunities that are emerging from the MTS and also from other initiatives, such as the US's Africa Growth Opportunities Act (AGOA) and the Anything But Arms (ABA) initiative of the EU. Also, there is a heightened awareness of the opportunities for regional trade. These countries are also conscious of the costs they have to incur from more open trading arrangements, although they are also clearly aware of the benefits that can accrue to them from the greater openness of their economies. JITAP has made an important contribution in enhancing awareness of the positive aspects of a multilateral trading system. There is more to be done.

3. This part of the Report is a collection of country notes, prepared by the international consultants, based on the insights they obtained from their country visits. These notes are not extensive, as their relatively short visits did not enable them to obtain a more in-depth understanding of the issues involved. These country notes should be seen as complementary to the reports prepared by national consultants. Also, these notes must be placed in the context of similar country notes which were contained in the MTE.

## **BENIN**

### Overall context

4. Despite positive GNP growth in the 1990s, Benin remains a very poor country, with a third of the population living below the poverty line. As much as 80% of employment is informal. In the modern sector, 36,000 are in the public sector and 20,000 in the private sector. The tertiary sector is particularly important; a large number of people are involved in transit trade with the sub-region. Exporters feel that despite some changes - notably devaluation, joining the WTO and a variety of liberalisation and deregulatory initiatives - imports are still given priority. Exports are heavily concentrated on cotton (85% of the total), making Benin highly vulnerable to commodity price changes. The Government Plan for the next five years includes building up Benin's capacity to integrate into international markets.

### Key Features of JITAP

5. Benin had some initial problems with JITAP implementation - problems with funding and programme development led to implementation delays. The procedures for accessing funds were considered difficult, despite training and the services of the UNDP office. The criticism and recommendations of the MTE prompted some remedial action, such as more concerted efforts to include the private sector in the work of the IIC and dismissal of the NF in September 2001. Efforts are still needed to ensure activities are implemented as planned (and that confusion over how approval of funding/activities does not stall JITAP's implementation in its final few months). But overall, the Government and private sector are positive about JITAP's achievements to date and strongly favour its continuation.

6. JITAP has helped to develop closer links between the Trade Ministry and the mission in Geneva, with weekly contact now the norm. The studies and training are considered to have been useful; training needs cannot be satisfied in two years; and the needs have expanded with the new trade agenda.

7. In the absence of a NF, the NFP needs resources to effectively manage JITAP, given its many responsibilities and all the JITAP project details. JITAP-related expenses were included in the trade ministry's budget for three years, but no finance was allocated. A meeting with Finance Ministry officials in the course of the Evaluation, however, suggested a renewed request, explaining JITAP's role and results to date, might be more successful. Certainly, the Finance Ministry sends representatives of four directorates to the IIC and it is recognised that JITAP/trade issues have important implications for economic policies.

8. There were some communication problems with the three agencies over some JITAP activities in Benin; eg in 2001 the WTO organised a workshop on market access without notification/participation of the NFP/Ministry of Commerce. Nonetheless it is the agency co-ordination which the NFP finds so attractive in JITAP.

9. The private sector thinks JITAP has reinforced their inclusion by the government in trade discussions although there is still a long way to go. For instance, it allowed them to be included in the preparation of Benin's position at Doha and to secure two of the six seats on Benin's delegation to Doha. They would benefit from JITAP's extension.

10. The Government recently asked USAID for TRTA in the form of funding for/through JITAP. The World Bank has worked on private sector development and trade issues, such as export promotion/readiness, in collaboration with ADEX (eg a study of cashew nut exports; privatisation of telecommunications and textiles). But there have been few links to date with JITAP. Nor are UNDP technical staff greatly involved yet in JITAP, though UNDP manages national funding. There may be some complementarity with UNDP's programme for 2002-03 (which addresses competitiveness of Benin's products in the regional and sub-regional markets and dialogue/training to revitalise the private sector). France has provided some TRTA on agricultural issues (through Solagral), SPS and customs. Also it has given technical support to export crop production such as pineapples and cashew nuts.

### Cluster-Specific Issues

11. *IIC* – The NFP sees the IIC as key to discussions about trade negotiating positions. The IIC may be merged with another government committee on ACP/EU issues by end-2002. Two other Finance Ministry committees deal with trade, one on customs and one on integration (UEMOA, ECOWAS). The IIC now includes more private sector, NGO and university representatives, in response to the MTE recommendation, so that all key actors are now present, though the degree of engagement varies. It is also trying to address

delays in activities. Nonetheless few of the activities programmed at the IIC meeting in Ouidah in April 2001 were carried out - instead the IIC's work concentrated on the preparations for Doha.

12. There are three sub-committees - trade in goods, services and TRIPs. Work is still needed to connect discussions to the focus/timing of negotiations in Geneva eg UNCTAD plans seminars for the IIC on agriculture and services to improve understanding (in the first instance) of what others are offering and proposing by way of modalities for the ongoing WTO agricultural negotiations. A meeting on ADD and trade remedies has taken place.

13. As in other countries, there is a sense that IIC work is additional to regular work and therefore that members' job loads need to be changed and/or that some 'incentives' are needed.

14. *Customs* – Customs has the double challenge of complying with WTO and UEMOA. Compliance with the WTO valuation rules was in place from January 2001 though the governing legislation has not been prepared/passed. Besides JITAP, Japan and Canada supported training in customs valuation by WTO/WCO. The Customs department also hired a private company (BNAC) to help them. Customs has in turn trained some private sector representatives at the customs school in Porte Novo on the valuation system.

15. Customs has played a leading role in the IIC working group on market access, in which the focus is on agriculture. Although there was some training on the agriculture agreement and SPS/TBT and the preparations for Doha were useful, further training is needed, given staff turnover and especially in agriculture/SPS, as well as ADD and safeguards.

16. In terms of harmonisation of laws more generally, a national consultant was hired in 2002 to assess what needed to be done and how to protect Benin's interests. Benin is behind in its notification requirements - partly the result of an inability to apply what has been taught. Besides customs legislation, the government has not yet prepared any ADD or safeguard legislation.

17. *Reference Centres* – The reference centre in the CBCE library is operating well with five computers attached to the documentation centre/library being operated on a commercial basis. Clients include teachers, researchers, students and people from the public and private sectors. While the original computer is working, the video projector, scanner and photocopier are not.

18. The Reference Centre in the Ministry of Commerce is not well-equipped, functioning well or accessible. The documentation is not always organised/classified, let alone distributed. There is one computer - that had to be upgraded with ministry funds - which is connected to the Internet. The manager is able to answer questions about international trade agreements, but there is no space available for visitors to consult documents or the Internet. The Centre should be relocated to a larger room and made more available to other ministries. The photocopier broke down in the first week creating problems - spare parts are difficult to obtain, as the model is not widely available in Benin.

19. A Reference Centre may be opened in the university and the Chamber of Commerce has also suggested hosting a reference centre or mini-centre. Training for reference centre managers is under discussion with ITC.

20. The Standards Enquiry Point is operational. The national technical standards database is complete, staff have been trained and documents/equipment received, though the latter is not always functional (especially the photocopier). They receive many requests from other countries and are considering promotional activities to attract requests from national producers. Further help would be useful eg from the Canadian Standards Institute on



certification of standards and quality. While there is some collaboration with the agriculture ministry on SPS and the ministry has a laboratory for testing produce, further work is needed on SPS.

21. *Human Resources Development* – Training is considered to have been a key aspect of JITAP. Some 80-100 people were trained - six in Geneva ('generalists', though their training was three weeks) and another 36 as 'specialists' - in aspects of selected WTO issues. The 'generalists' in turn trained 27 others.

22. A constitution for a network of trainers, to be known as the 'Centre de recherches sur le commerce multilatéral et développement,' has been drafted and was due to be passed at a meeting of JITAP trainees in late April. There is still ambiguity about the links to the national university. It has been suggested that the network might deliver a trade module in the various training institutions (such as the Faculté de douanes, the Faculté de sciences économiques, Faculté d'administration, Faculté juridique). JITAP materials could be used – there is some funding available for their adaptation to the Benin context. But there are broader issues of funding and even updating the trainers' own training. Lessons might be learnt from a regional meeting of all those involved as trainers (to exchange information on follow-up plans, scope for teaching on the basis of JITAP training.)

23. Other training needs have been identified. Officials have requested retraining/updating on a regular basis and more on negotiating techniques. More general sensitisation is needed of the private sector, journalists and parliamentarians which could be done by national trainers.

24. The CDF is not being used. There has been no follow-up to the PC's suggestion that each county appoint a focal point for CDF.

25. *Export-Sector Strategies* – JITAP's impact on the private sector is shown by the capacity of some representatives to talk about different aspects of the WTO/MTS. But they need more help/training to understand how to access world markets.

26. Both national reports have been quite delayed. *Trade Secrets* took over two years to complete and the volume on *How to Approach Banks* is still not ready. The national consultant originally hired was not able to complete the work and a replacement was being considered, though there may not have been enough funding/time for the report's completion before 30 June 2002.

27. The export sector strategy work is under way. An export options workshop in March 2001 identified three sectors for further work, but later only one product (cashew nuts) was chosen - not even a sector - partly due to resource constraints and ITC expert advice. Benin is considered to have strong export potential in cashews, but it faces marketing difficulties. Several meetings have been held to complete the strategy documents in June 2002. As the overall impact of this exercise will be limited by its present narrow focus, there is a demand for more such work in the future.

## **BURKINA FASO**

### **Overall context**

28. Burkina Faso experienced an increase in GNP growth rates from 3% in 1980-93, to 5% in 1995-99, despite a serious decline in its terms of trade. Other macroeconomic indicators are reportedly good. But the country continues to have high levels of poverty, especially in rural areas (where 80% of the population lives), leading to migration to the two main cities and outside the country. Unemployment in the cities is high and in the public sector, a cap

on salaries has lowered job commitment. The Government continues to depend heavily on aid and is due to receive some debt relief under HIPC.

29. Some 88% of people depend on agriculture and livestock. There are few secondary industries, as transport costs are high as are factors of production, while the domestic market is small and there is a particular problem with contraband imports. There are also questions about Burkina Faso's capacity to compete with imports from other UEMOA countries and the rest of world following tariff cuts. Stimulating national and foreign markets for agricultural produce is an element in PRSPs, but overall, the promotion of trade does not have as high a priority as in other countries in the region.

### Key Features of JITAP

30. There is considerable enthusiasm for JITAP, especially the training, the preparations for Doha, the involvement of the private sector (studies, IIC and NSC, training and sectoral strategies). Nonetheless not many people (outside the IIC) are aware of the full extent of JITAP activities.

31. There is further work to complete, notably workshops to prepare for WTO negotiations, completion of the sectoral strategy process and training of documentation centre managers. The consolidation phase will concentrate on making the IIC more effective, supporting the initiation of the network of trainers and development of the oilseeds sector strategy. According to the most senior trade ministry official met during the evaluation, JITAP should continue after June 2002, as there is a need to consolidate the gains it has brought to Burkina Faso. As in other countries, there is scope for further training, both broadening and deepening the range of national expertise eg in new issues, negotiating techniques, as well as extending general training on MTS to a wider cross section of the public, private and NGO sectors. More focussed work with the IIC in the preparation of national strategies for negotiating with the WTO, EU and the sub-region are also possible directions for the future. The elaboration of export strategies could include other sectors. There is scope for more active engagement on MTS with the universities and civil society.

32. The management and administration of JITAP could also be improved - both the finances and reporting to Geneva, the internal communication of the NSC and the animation/direction of the IIC and its sub-committees. Despite keen expressions of interest in JITAP, the NF (ONAC) has not given sufficient attention to managing JITAP. Besides various management activities, the NF also runs a reference centre, has done some training and some of the studies. There is not enough communication between the NF, NFP and PC, with confusion about which documents need to be sent to Geneva, which to the national UNDP office, by whom and for what purpose. The NSC, which consists of the DGs from the Ministries of Trade, Customs (Finance), ONAC and the Chamber of Commerce, rarely meets to review administrative matters, to make programming decisions, or to give guidance on the substance of JITAP, eg the issues needing to be addressed by the IIC or by its sub-committees.

33. The Government has made no budget commitments for JITAP outside of the Trade Ministry's regular budget, though it is understood that MTS training and support for the IIC etc should be included in the national budget, even if initially at a very low level, to prepare for the day when JITAP support ends. However the government has recently decided to open an office in Geneva. This should improve communication on what is happening at the WTO, which presently passes through the embassy in Brussels and does not always reach the trade ministry or another relevant ministry in a timely fashion.

34. There is little other TRTA although several donors/agencies have targeted the private sector, where there is scope for further synergies eg Canada has supported work on

competitiveness in sectors including oilseeds and Japan has had a project with ABCERQ, the Association Burkinabé de Certification de Qualité. UNDP and UNIDO in 2001-2005 will do some work with women entrepreneurs. A prospective UNDP study for 2025 may involve trade projections/scenarios and an IT initiative, connecting parliament and the universities to the internet.

#### Cluster-Specific Issues

35. *IIC* – The IIC has become more animated in the last year. The preparations for Doha, related national and sub-regional workshops and follow-up meetings about the implications for Burkina Faso were particularly important. It has three sub-committees: goods, TRIPS and services. The services committee has met a few times to discuss Burkina Faso's WTO submission on services, but it has not established a plan for completing this work on schedule. The IIC could play a greater role in motivating the government to focus on the new WTO round and Burkina Faso's role in the ongoing negotiations on agriculture and services.

36. *Customs* – JITAP helped to train customs officials in the WTO valuation system and to put this into practise, in conjunction with training initiatives by the WCO, the French aid agency and the SGS. Support has been requested for further training in TRIPS and to facilitate regional discussions on how to deal with imports of used products and informal trade.

37. While JITAP assisted the country to meet some notification requirements, it did not make much of a contribution to harmonisation of laws/regulations and their implementation according to WTO norms.

38. *Reference Centres* – The reference centre in the trade ministry is in a large space, though there is no filing system yet for the documents and the rather old computer with an internet connection is in a separate room. The documentation is no yet being entered on a database. The photocopier only worked for one year; it was not repaired, as the costs were considered too high. Overall the centre is not yet in a position to service the needs of other ministry officials.

39. The reference centre in ONAC is open for consultation by the public as well as for internal use. It is in a building which also houses the Tradepoints office (which in Burkina Faso is also partly JITAP-funded), an internet café and the Fasonorm office. It has an active computer, internet connection and photocopier as well as documentation. The computer is only for use by the manager who searches for material/information as requested. There is a need for more recent documents and more in French (several documents in the past were only available in English).

40. There is also discussion of a reference centre in the university at Boboyiallossou.

41. At Fasonorm, there is an NEP set up with JITAP assistance. The National Standards Database has been completed and sent to ORAN in Kenya for checking before it is put into use. Eight Fasonorm staff received training on TBT and/or MTS issues in 2000, but further training is still requested. They may offer a training session on quality control to the private sector. There is an enquiry point for SPS in the Agriculture Ministry which has received some training but is much less well-equipped (eg no computer).

42. *Human Resources Development* – The training is considered to have contributed to much better understanding of the MTS and the country's associated obligations. Further training needs have been identified eg in negotiating techniques and updating. Selection of trainees has been an issue - both initially and for subsequent training.

43. 53 people were trained (of whom 12 were women) and all came from Ouagadougou. Some people participated in more than one training session. The generalists complained about not being allowed to participate in the specialist workshops - to update and deepen their knowledge - nor to have other training sessions under JITAP. Another problem has been inadequate access to updated documentation, though trainers in ONAC get documentation from their reference centre manager. Some have used their JITAP training to train others, both within JITAP and outside. For example, in 2000 some 20 officials were trained in an initial one-week general session on 17 WTO agreements at Tenkodogo; another series of one-day workshops on the WTO, regional agreements and customs valuation was organised in four different cities with the Chamber of Commerce. Other training would target trade unionists and CSOs.

44. The trainers were due to meet in April to agree on a constitution for an association of trainers. But no more than 20 people trained under JITAP may join, as many do not feel equipped to train others. It is not clear whether people trained outside JITAP would be allowed to join (eg university professors or others with similar or complementary trade expertise eg in the UEMOA).

45. There is little understanding let alone use of CDF, despite previous explanations by JITAP missions and the NFP. There are only three registered subscribers. Reasons include lack: of access to the Internet, of documents in French, of regularly updated teaching tools and of an animated exchange with other trainers on particular MTS topics

46. *Export-Sector Strategies* – The private-sector oriented work remains delayed and incomplete. Drafts of the two handbooks on *Trade Secrets* and how to approach banks, produced by the NF after some delays, were being reviewed by ITC in April and publication was expected to follow shortly.

47. A workshop in 2000 identified five sectors for development of export sector strategies, but in the end resource constraints limited the work to one sector, oilseeds, which began in earnest in 2002. For those involved this is considered a learning exercise that might later be applied to other sectors.

## **COTE D'IVOIRE**

### **Overall context**

48. Côte d'Ivoire experienced a difficult period from 1998 to 2001, economically and politically. The economy deteriorated in the 1990s as a result of declining terms of trade, the overvaluation of the CFAF and other macroeconomic problems, which in turn led to a fall in FDI. Disappointed by the Government's economic record, the World Bank and the IMF withdrew their support in December 1998. The military coup in December 1999 was followed by a suspension of foreign aid. After elections in 2000, the Government organised a national reconciliation forum and then prepared a development plan 2001-05 and an interim poverty reduction strategy. Both the IMF and the World Bank have now resumed their financial support.

49. The Government has committed to improved macroeconomic management, greater integration with the world economy and promotion of the private sector, inter alia. A particular concern is to reverse the increase in recent years of rural and urban poverty. Export diversification, to reduce dependence on agricultural commodities and increasing value-added, are amongst the country's trade objectives.

### Key Features of JITAP

50. JITAP is behind other countries as political events compounded the lack of funding and a national facilitator to disrupt programme implementation. The political situation also meant the MTE was not able to take place. Only some \$675,000 has been available - making it the second smallest programme after Tunisia. Although the Government contributed some funds, the country's economic/financial crisis in 1999/00 meant it was not able to meet its initial commitments and the CTF was only able to meet part of the gap. For this reason, a priority for the government is to secure more financial resources for JITAP.

51. JITAP has gone furthest in training, with the other two goals lagging. Further work is needed in bringing national legislation into conformity with the WTO and developing export strategies - two areas that have been largely neglected to date because of financial constraints. Consolidation is needed in the reference centres/information points, training and the IIC. To a large extent, this confirms for Côte d'Ivoire what was identified in the MTE in other JITAP countries.

52. After some hesitation in 2001, UNDP has become involved in JITAP in Côte d'Ivoire, supporting post-Doha outreach activities in 2002 and it is considering further support, in essence helping to complete JITAP Phase 1. But UNDP is not able to finance all the activities needed to consolidate JITAP in Côte d'Ivoire. Additional funding is needed - this is important both for the country itself and for the regional economy, in which it is considered a growth pole. It should not be penalised just because it is not a LDC - its situation today is quite different from when JITAP started and it was expected that the Government could contribute a greater share of JITAP finances. It is not eligible for the IF.

53. The Government (notably the Trade Ministry) favours a meeting with donors and other JITAP participants to share views on strengths and weaknesses, according to their experiences and how JITAP might be restructured to start anew.

54. There has been little other TA to the Trade Ministry, with which JITAP might be compared or which it might have duplicated. Support has been given to APEX-CI (by the World Bank), agricultural exports (Canada and the Bank), the private sector to improve its competitiveness (France and Belgium), WTO notification (the EU) and the Industry Ministry (UNIDO). A group of US lawyers (Mackenzie Group) has offered assistance gratis in drafting trade-related legislation as well as developing negotiating positions.

55. A few comments on JITAP management are in order. Management has been complicated not to say frustrated by extreme delays and uncertainties over funding. Implementation appears to have suffered because of inadequate management at the country-level. The JITAP West African regional co-ordinator initially played the role of NF, but after his departure, no one was appointed to undertake this function, leaving it to the NFP in the trade ministry. It is possible that resources were reallocated to Geneva-based agency management costs (under Cluster 1), which accounted for as much as 78% of total expenses in 2001.

56. Another complicating factor has been both personnel and institutional turnover. The change in Government was associated with a turnover of officials involved in JITAP. Some of the responsibilities which had been handled by the Chambre de Commerce et de l'Industrie were reallocated to APEX-CI, which was created recently, as a result of which the Chambre is less enthusiastic about being involved in JITAP activities.

### Cluster-Specific Issues

57. *IIC* – The IIC (known as the CNIC/OMC) was created in March 1998 by four ministries (trade, industry, foreign affairs and economy/finance). Initially it functioned somewhat informally; although its membership and functions were clear, without a formal mandate and funding it remained somewhat ad hoc and dependent on externally-generated (and funded) initiatives to bring it together. Its existence was formalised in November 2001 and the trade ministry has sought funding commitments to support its activities from the economic/finance ministry as well as UNDP and maybe JITAP.

58. In 2001 the preparations for Doha were a factor leading to the IIC revival (with the participation in regional meetings and videoconferences) as well as a post-Doha videoconference and a debriefing meeting at which the WTO Director-General spoke and which was attended by more than 1000 people. The national symposium in Aboisso and the meeting in Ouagadougou made important contributions to the work of the ad hoc subcommittee responsible for developing the government's position for Doha.

59. JITAP training and other activities have contributed to the work of the IIC, though with many new officials representing member agencies there is a need for further familiarisation on MTS and other trade issues.

60. The 50 or so members have formed four sub-committees - agriculture, services, IPRs and trade in goods and new issues - with roughly 15 people in each. While the IIC can contribute to improved trade policymaking, complementary action has been suggested including: the creation of a trade cell in each key ministry, to promote knowledge of their particular relationship to trade issues; and improving communication between line ministries (eg agriculture) and lead ministries (notably trade and foreign affairs, which liaises with national representatives in Geneva and Brussels).

61. For 2002, the IIC has identified a number of priorities, including a study on the implications of the new issues for Côte d'Ivoire, training for negotiators and participation in the sub-regional meetings on thematic issues of relevance to the IIC subcommittees.

62. *Customs* – As a result of financial constraints, there has been much less progress in the area of harmonisation of customs and other legislation with the WTO than in other countries. The government would like a seminar on valuation and also some assistance on legal issues (eg rules of origin) concerning regional integration and free trade zones.

63. More generally, the Government has identified the preparation of new legislation and/or legislative amendments and the development of a system for notifying the WTO of legislative/regulatory changes, as priorities for 2002.

64. *Reference Centres* – Three reference centres/information points were created in 1999 following receipt of three computers and photocopiers – Trade Ministry, APEX-CI and CODINORM. These have generally been effective, though a number of problems have been noted. The trade ministry lacks adequate capacity to disseminate incoming information to other ministries. This may be one reason why other ministries (notably agriculture and foreign affairs) would like their own trade reference centres. Instead of such duplication, the trade ministry would prefer any additional reference centres to be located in the universities eg ENA in Abidjan and CIRES in Bouaké.

65. Another challenge has been to encourage the private sector to use the reference centre/information point. The bulk of visitors to the APEX-CI centre have been professors/teachers and students; similarly the private sector has not used CODINORM very much. Various promotional efforts have been considered - leaflets, web-sites, making

information available electronically, briefing notes and seminars. It would be helpful to share Information with reference centres/information points in other JITAP partners on effective strategies for engagement with the private sector.

66. It is unlikely that the APEX-CI centre can operate on a commercial basis. There are some revenue generating efforts - such as the provision of computer/internet services on a fee-for-use basis - but this is not sufficient to meet the costs of maintaining the documentation, which is now out-of-date.

67. One of the photocopiers does not work - the difficulty in obtaining spare parts suggests that in future parts availability should be considered when equipment is selected.

68. Besides equipment and some documentation (more was expected), CODINORM staff have benefited from training in October 1999, a study tour of various standard setting agencies in January 2000 and a sub-regional workshop. They have been able to develop a national data base on national technical standards. They frequently respond to requests from other countries about these standards. There is less use of their services by Ivorian companies concerned about standards in other countries.

69. There is still more work to do on standards. The country has not yet notified the WTO TBT Committee on a number of issues and CODINORM lacks the capacity to provide notifications on changes in standards. It would also like greater engagement with the private sector in discussions of technical standards in their areas of competence, perhaps through a series of regional information centres.

70. There is still a major amount of work (training for negotiations on standards and creation of an information point) to be done on SPS, which is the responsibility of the agriculture ministry. Some training and workshops have taken place but this is not adequate given the country's major interests in these issues and the recent turnover of personnel.

71. In 2002 priorities include further assistance with documentation, training (in use, promotion and co-ordination of the centres that exist nationally), personnel and promotional activities targeting the private sector.

72. *Human Resources Development* – This is considered to have been the key JITAP contribution. Seven people were trained as trainers in Geneva in 1998. Many others were involved in 2000 in five specialised workshops - on services and international transport, dispute resolution, ADD/CVD and subsidies, intellectual property and public procurement and regional trade. The high turnover of this informed personnel means that more training is needed, within the trade ministry, where few officials have expertise in MTS and elsewhere. The new generation of IIC members need training in the basics of the MTS and more specialised training, as many were not there when JITAP began.

73. The 2001 videoconferences (on agriculture, services and other issues pre-Doha, as well as the post-Doha briefing) worked well as a means to exchange information somewhat formally, but the medium is not really suitable for discussions or less formal exchanges.

74. One problem raised in the course of the evaluation was that of language - so much of the MTS discussion and documentation is in English.

75. In 2000 a network was created of people with some competence in trade issues, often (but not exclusively) as a result of participation in one of the JITAP workshops. This group was registered formally as an NGO ('Commerce sur l'avenir') in 2001. There are now some 200 members, many of them in the Government (different Ministries/agencies) but some also in universities. The goal is to create a structure for retaining capacity in the area of

trade<sup>1</sup> - in recognition of the fact that often people move jobs. So far the network has not achieved much beyond its formal status and two workshops organised for its members. It is seeking support - physical infrastructure, participation in training, finance and a role (ideally observer status in trade negotiations). Then it would start training people and popularising knowledge of MTS (eg parliamentarians, schools, private sector). They have not yet developed courses arising out of their training under JITAP. But some members are involved in teaching trade courses to students.

76. It does not seem that anyone has used the CDF, whether in the group of trainers or others, though there is repeated reference to its existence and the need for training and participation in it. For many this reflects lack of easy access to the internet.

77. Very few women appear to be involved in JITAP in Côte d'Ivoire - whether as trainees or as institutional representatives - although there are a few women in the NGO 'Commerce sur l'Avenir'.

78. *Export-Sector Strategies* - There have been a number of studies - three by/for APEX-CI (matrix of products, trade secrets and banking) - but these have not been widely circulated. Copies are available for sale in the APEX-CI reference centre, but they are mostly bought by professors/teachers, not the private sector. (Some means for distribution at lower cost may need to be considered.) Further work needs to be done to engage the private sector in realising new export opportunities, in particularly identifying sectoral strategies. The Government has requested a workshop in 2002 on systematising economic and commercial information. Another suggestion was for a study on the liberalisation of maritime and other transport services, perhaps with some support from international experts.

## **GHANA**

### **Overall context**

79. Despite a decline in the poverty rate from 52% in 1992 to 40% in 2000, Ghana continues to face major economic challenges. Per capita income is US\$360 with wide regional variation. In 2000, the gap between exports and imports was equal to 12% GDP. The budget deficit amounted to 8.5% GDP. The country's external debt has risen to some US\$6 billion. To reduce its dependence on a small range of exports and markets, the government is promoting the development of non-traditional exports and markets. Besides addressing WTO issues, the government is having to prepare for the EU/ACP negotiations, in which context the EU favours a regional approach ie ECOWAS in West Africa.

### **Key Features of JITAP**

80. Ghana has generally had a better experience with JITAP than other countries. The funding disbursements have been relatively smooth, attributable perhaps to having one primary donor; the NF has been a relatively good manager, at both the personal and institutional level (though certain activities have been quite delayed); the NFP is serious and committed (though under-resourced); the IIC has engaged many ministries and public sector agencies in discussions with each other and the private sector about trade policy and trade infrastructure; many IIC members have participated in one of the training initiatives which helped to inform that discussion, as did the several studies undertaken. The retreats and

<sup>1</sup> 'L'association ... a pour objet la mise en réseau des personnes ressources et experts en système commercial multilatéral ainsi que la mise à disposition d'un cadre favorable d'actions, en vue de la dissémination et du suivi régulier des accords du système commercial multilatéral.' Récapitule de déclaration.



meetings around Doha played an important role in the reanimation of the IIC. Nonetheless there remains a need for further activities, particularly to consolidate training and to address the needs of the private sector. Issues of recurrent costs/financial incentives, raised in the MTE, remain.

81. The NF (GEPC) has handled several contracts/activities, liaising between the NFP, the NSC, UNDP and Geneva and individual institutions involved in different clusters. There have been difficulties in communication with Geneva; it was easier before the PC moved to Geneva. But overall the NF considers that the 3-year experience has contributed to its own project management capacity, as well as to increased awareness and knowledge amongst its staff of MTS issues, besides strengthening its reference centre. The NFP is seriously under-resourced, however - the lack of funds whether from JITAP or from the Ghanaian Government has meant that there is inadequate support (professional/secretarial) for substantial trade policy work. The NSC works with the NFP and the NF to oversee JITAP - it includes key stakeholders and representatives of UNDP and the Swiss government.

82. Most donors and agencies see TRTA as secondary to a private sector development and/or a poverty focus. Nonetheless, a number of projects have a bearing on JITAP. The World Bank has a US\$51 million project to promote non-traditional exports. UK DFID has a US\$1 million two-year project with MOTI to identify Ghana's particular trade interests and positions for upcoming negotiations in ECOWAS, the EU post-Cotonou Agreement and the WTO. In some respects, this project is building on the institutional framework and the human capacity developed under JITAP. A retreat was planned for mid-April 2002 with IIC members to focus on agriculture. DFID may also strengthen the MOTI/WTO/JITAP reference centre, through the provision of a computer and a trade data analyst. This illustrates JITAP's impact and the scope for synergies. USAID has supported the Gateway project - to promote Ghana as a gateway to the region - and given assistance to garment exports to the US under AGOA. They may provide resources to the MOTI/WTO/JITAP reference centre under a multi-country USTR/WTO project. Trade is not in the EU's Indicative Programme for Ghana, other than a business assistance scheme (which may provide cost-sharing for some export activities). But Ghana has been involved, eg through national analysts from CEPA, in trade activities with the ACP Secretariat.

83. UNDP's relationship with JITAP is primarily one of managing the disbursement of funds to the NF, as directed by ITC. (This relationship appears to have been smooth.) The present UNDP plan seeks to promote tourism and agro-processing amongst other export-oriented sectors that involve medium- and small-scale enterprises and are linked to poverty reduction. If JITAP continues to a second phase, UNDP might organise a meeting to share information on who is doing what TRTA in Ghana in order to maximise possible synergies.

#### Cluster-Specific Issues

84. *IIC* - The IIC existed pre-JITAP but was much less active, less extensive in its membership and generally less well-informed about its role in Ghana and relative to the MTS. Since the MTE, there have been efforts to expand IIC membership, mobilise the IIC especially around Doha, publicise WTO issues and work more with the private sector. JITAP has played a critical role in training IIC members, organising retreats, workshops and videoconferences and providing studies/advisors to inform and animate these meetings.

85. Many Government ministries are now more actively involved in the IIC. But between meetings, there is little contact between members, eg to share trade-related information. And the level of engagement does vary - key economic ministries (notably finance and planning and regional integration) do not take the IIC (and JITAP more generally) as seriously as does MOTI. Efforts to expand the IIC mandate to include EU/ACP and ECOWAS issues (which fall under other ministries) have not yet been successful, leaving

the IIC to focus on WTO/MTS. The IIC's links to the Government's policy-making machinery remain tenuous. But it was quite active in 2001 helping to prepare the Ghanaian government for Doha and then reviewing Doha's results.

86. The IIC has created six subcommittees - services, agriculture, TBT/SPS, market access, TRIPs and trade and the environment. Some of these were quite active pre-Doha, while others have the potential to be more active post-Doha, particularly if they are also the beneficiary of DFID project resources. But it remains to be seen whether the NSC, NF, NFP and/or IIC can sustain such a large group of subcommittees.

87. The participation of CSOs (eg TWN, Isodec, the TUC) and academics is still limited. Some want clarification from MOTI/IIC as to their role, access to information and on the IIC's role. ISA, ie the statistical office at the University of Ghana and GIMPA are permanent academic IIC members while CSIR is involved in the agricultural subcommittee. GEPA is on the market access sub-committee.

88. Private sector groups like the Chambers of Commerce report that IIC participation has helped them to know which ministry/agency to approach on different MTS issues and to enhance their own understanding of the issues.

89. *Customs* – The WTO valuation system was implemented in April 2000. But the legislation has not been passed. Delays in JITAP funding meant that much of the customs training came direct from the WCO and the WTO rather than via JITAP. The turnover in customs officers means that CEPS still has training needs. It has organised seminars on the WTO system for importers/shipping agencies. It needs a lab for testing imports. Enforcement of TRIPs is in the pipeline in collaboration with the National Copyright Office.

90. The Attorney-General's office has drafted several laws in compliance with Ghana's WTO obligations. Passage was delayed by the change in Parliament. A draft copyright law, discussed with parliamentarians, has yet to be passed.

91. *Reference Centres* – There are three reference centres (MOTI, GEPC and GIMPA) and one national enquiry point (Ghana Standards Board). They are not linked to each other.

92. The reference centre at MOTI does not function presently. The paper materials are available for consultation in the MOTI documentation centre but the computer and Internet connection in the NFP has not worked for some time. Problems were reported to the WTO in 2000 but have yet to be resolved.

93. The GEPC reference centre is operational though the computer/internet connection is not easily accessible to the public as it is in a separate office and primarily used by GEPC staff (being the only internet connection available to GEPC staff). The JITAP MTS documentation is in the library. It was used by 10% of visitors in 2001.

94. The reference centre at GIMPA is functioning and is used by its business students. It lacks space for many documents (but few have been received under JITAP since 1999). There are plans to move to a larger room, at which time the centre should be opened to use by professors and students from the neighbouring university.

95. Ghana Standards Board (GSB) has an enquiry point on Ghanaian and foreign technical standards (but not SPS). Besides various training activities, JITAP has provided GSB with TBT materials and a national database on technical standards/regulations was completed in April 2002. GSB has moved to a selective certification system, as required. GSB's capacity to service both Ghanaian and foreign exporters has increased. The latter generate most enquiries and so the GSB has tried to promote its services amongst Ghanaian exporters. Additional JITAP funds could be used to this end and to disseminate information about

packaging and quality management. Another capacity gap is in SPS. The GSB is trying to build the enquiry point costs into its regular budget, to reduce dependency on TRTA funds.

96. *Human Resources Development* – JITAP training has targeted officials, though two of the original six trained in Geneva were from GIMPA. Workshops, videoconferences, regional seminars and studies have been used to develop greater knowledge of MTS issues. The NFP recently received JITAP materials for use in further training. Apart from the involvement of GIMPA, there have been modest linkages to the universities, training institutions (such as the export school) and agencies with trade analytical expertise (eg ISER, CEPA). But they have been largely excluded from plans for a 'trainers' network, which remains focussed on participants in any JITAP seminar (many of whom are not equipped to train others) and so is likely to be less effective.

97. There is limited knowledge of the CDF and its potential. It is more likely to be used by the private sector and academia with computer/internet access. It was suggested nonetheless that CDF not be discarded, as it might prove useful during the new negotiations with some minor additional effort by the ITC manager and some training of potential users.

98. The Government has funded some public awareness seminars in most regions, sometimes with the Chamber of Commerce, as well as seminars in Accra on MTS, agriculture, TRIPs and customs).

99. Areas for further support include: adaptation of JITAP training materials to local circumstances ie more Ghanaian examples and local languages; increasing knowledge about new WTO issues; assistance with establishing negotiating positions on old as well as new issues. A particular priority is SPS.

100. *Export opportunities* - These activities are behind schedule and now the subject of intense effort. The Trade Secrets handbook, prepared by GEPC, was launched in September 2001 and some 200 copies have been sold. The guidebook was delayed by funding; the final draft was completed in October 2000. GEPC reallocating staff to another project meant that the draft report on How to Approach Banks was completed in early 2002. After review by ITC, it was due to be printed by 30 June.

101. The Product Matrix, undertaken in 1999, is now two years old and some information may not still be valid. The design and implementation of export strategies began late 2001. Three sectoral counterpart teams (fish, clothing and horticulture) involve public and private sector people. The process is considered instructive and maybe more valuable than the outputs. But the limited time and resources for the supply surveys, for choosing the markets to be investigated and for planning the study tours lead to questions as to its overall usefulness.

## **KENYA**

### **Overall Context**

102. Kenya is probably the most market-oriented and relatively open economy among the seven JITAP countries. It has been open to foreign investment and as a result, there has been significant interaction between foreign and local enterprises. Two sectors in which Kenya has done well are tea and horticulture. Kenya is now the second largest tea exporting country in the world, having developed the industry over the last 30 years. It is now the regional hub in East Africa and enjoys trade surpluses with Uganda and Tanzania. Kenya's Ministry of Trade has an influential role in trade policy development. While Chambers of Commerce and Industry (at least, those in Nairobi) are probably not as

effective as they should be, producer and trade associations at the sectoral level are relatively sophisticated institutions (for example, the Flower Council). Also, the business community in Mombasa is probably more actively engaged in global trading than that in Nairobi. To involve the private sector would therefore require more attention to Mombasa.

103. Kenya is anxious to be more actively involved in trading in the East Africa and COMESA regions. Kenya's manufacturing exports are particularly targeted towards this region, while its agricultural and commodity exports are more directed towards the developed countries. Kenya is also particularly keen to develop its relationships with the EU, on the basis of the Cotonou Agreement. Therefore, apart from the MTS, there are other regional and extra-regional concerns and interests. Kenya is clearly concerned about reconciling all these disparate trade agreements - an issue that should be of relevance to another phase of JITAP. An area for improvement in Kenya, among trade officials and the private sector, is in trade statistics. It was evident that, whilst statistics were available in documents, there was clearly a lack of knowledge regarding statistics and their relevant use. JITAP might consider improving statistical knowledge in relevant public and private sector personnel. There was also a range of other issues which trade-related institutions are particularly concerned - eco-labelling, the standards issues in all forms, the area of services.

### Key Features of JITAP

104. JITAP's contribution is appreciated by the Ministry of Trade and other stakeholders. Most institutions of the host countries associated with JITAP have performed reasonably well and have shown a strong commitment and response to related activities. The role played by the National Facilitator has been outstanding and this has made a significant difference to the entire programme in Kenya. Particularly noteworthy are the extensive contacts he has established with relevant stakeholders, his continuing involvement with JITAP activities and the timely preparation of reports.

105. Kenya received half the funding of other JITAP countries, as there was no Window 2 commitments. Its funds came from Window 1, which were primarily DIFID funds. Although funding levels fell below expectations, the gains achieved in Kenya are greater than in almost every other JITAP country, although they received more funds. The reasons for this phenomenon are several - the strong response from counterpart institutions in the country (the Ministry of Trade, Kenya Export Promotion Board, Kenya Institute of Business Training (KIBT), Customs, Standards Bureau); its absorptive capacity and readiness to receive assistance; and the role of the National Facilitator. Kenya's experience confirms that cost-effectiveness of expenditures incurred in other countries can be improved significantly.

106. An important contribution of JITAP in Kenya has been to facilitate Kenya's negotiating role in MTS issues. It is generally agreed that Kenya played a highly articulate role in the Doha negotiations. It was one of the most active of the African countries, having extensive knowledge of the issues under negotiation. Kenya's active engagement in Doha is at least partly attributable to the preparatory work undertaken by NCWTO, which is the IIC in Kenya. Subsequent to Doha and partly as a result of Kenya's lead role in Doha, the Director General of WTO has visited the country twice. WTO has decided to locate its regional training activities for East Africa in Nairobi, in association with the University of Nairobi.

107. While the World Bank and the IMF are not active in Kenya, other bilateral donors have their own programmes. The EU, UK's DFID and USAID are engaged, among others, in TRTA. So far there is little linkage with these activities. Donor representatives in the field are keen to establish greater contacts with JITAP. This aspect needs greater attention from JITAP management. Many donors were unaware of the value added through organising activities on a sub-regional scale. They were also concerned about the relative neglect of the linkage between trade and poverty, as their own programmes focused on this issue.

### Cluster-Specific Issues

108. *IIC* - Kenya's IIC, which is referred to as NCWTO, predated JITAP, having been established in 1995. Both in Seattle and Doha, Kenya played an active role as a result of the preparations made through discussions in NCWTO and its sub-committees. Kenya is now considering establishing the NCWTO as a regular institution within the Government, so that budgetary provision will be available. Although NCWTO has been active on MTS issues, its future role needs to be further clarified. It is not yet seen as a co-ordinating body on other related trade issues. The discussions with the EU (Cotonu) and on regional trade issues (EAC and COMESA) are not yet reflected in NCWTO activities. UK's DFID, for example, has requested Government to organise a round table on trade and poverty issues. Why is it not feasible for this to take place within the framework of NCWTO? This type of collaboration with donors would establish greater credibility and build up NCWTO capacities. NCWTO is an advisory body, not a decision-making one, as it includes private sector and civil society organisations. It has 45 members. Is that too many? This is an issue which needs fuller discussion. NCWTO works through sub-committees. In view of the large number in the main body, sub-committees will be the more important mechanisms for agreeing on policy issues. More attention is therefore required to the structure of the sub-committees and their agendas. So far, JITAP has supported NCWTO financially (US\$1,000 per month). The Kenya Association of Manufacturing made the point that for the IIC to be more relevant, it should be taking up practical trade issues as they emerge - for example, anti-dumping at the present moment.

109. *Customs* - As noted in the MTE, this has been an important success story. The most impressive achievement was that subsequent to JITAP's training, the Customs authority followed up with its own training programme and reached out to a large number of private enterprises. This type of training on highly issue-specific subjects will be of crucial importance in implementing WTO agreements. Such training can be undertaken both by relevant public agencies and by business training institutions. In Kenya, KIBT was involved in Customs training, apart from Customs officials. The Customs officials themselves had received training through courses organised by the World Customs Organisation and by JITAP and the KIBT trainers were trained by JITAP. The whole approach has lessons to offer in the organisation of future training in WTO and MTS issues. The MTE recommended that the Kenyan experience be studied and the lessons learned made available to a wider audience. This has not been done and it is still feasible to undertake this study.

110. *Reference Centres* - These centres appear more impressive than they did at the time of the MTE. The centres are being used. The centre at KIBT is appropriate for training purposes. The centre located in the Export Promotion Council is merged with its main library and this is also probably appropriate, so long as information on MTS issues is available. This raises the issue of the identity of these Reference Centres. Would it be more appropriate in the future to strengthen existing trade libraries with MTS and WTO material, without necessarily establishing identifiable Reference Centres? In Reference Centres, the most value is attached to the equipment that JITAP supplied.

111. *Human Resources Development* - Since the MTE, the most interesting development has been the establishment of the network of trainers, which is now registered as the Institute of Multilateral Trading System Analysis and Research (IMUTSAR). Members of the network are being used as trainers by KIBT and the Kenyan Association of Manufacturing. For this type of network to be continually effective, there need to be arrangements for the members of the network to be updated on new developments. An important aspect of JITAP, which stimulated local interest, was the training of the business community in the provinces.

112. *Export-Sector Strategies* - The areas for study were selected as far back as 1999. The sector strategies have so far not been completed. There have been funding problems and these large time-gaps between the original proposal and the completion of the study are detrimental to the effectiveness of JITAP. The type of approach adopted also needs to be reviewed. It is certainly participatory and has encouraged consultation with stakeholders. However, the question to be raised is whether stakeholders need to be involved in writing-up the documents? That is the task for specialised personnel, such as consultants from business schools. The participatory approach and the consultation process need to be distinguished from the writing of the reports and diagnostic studies. Producers themselves need not be report writers. Recently, more UNDP funds (US\$105,000) have been provided. There is a strong view that sector strategies can be developed by local people, if local business schools and training institutions can be more actively involved, along with producer associations. The standards issue is a matter of concern at the sectoral level. National standards legislation and harmonisation of standards within COMESA countries are forthcoming and clearly there is more work to be done in this area.

## **TANZANIA**

### **Overall Context**

113. The MTE referred to Tanzania as a country which has still not attuned itself to the workings of a market-oriented economy and as one more comfortable with running a command economy. From the limited experience of the Evaluator in Tanzania this time, the Ministry of Trade and the Board of External Trade (BET) appear to be more oriented towards actively engaging with a market-oriented economy. There is an effort to comply with WTO Agreements, but the problem appears to be that they do not have the skills and the training required for that purpose. Tanzania apparently has to prepare around 250 Notifications to WTO and only a few have been completed, due to the lack of familiarity in addressing this issue. JITAP's performance in Tanzania has been deficient and greater interaction with Tanzanian officials is clearly required. Tanzania is evidently excited by the export prospects that have been created as a result of the US's Africa Growth Opportunities Act (AGOA) and by the EU's Anything But Arms (ABA) initiative. There is clearly a new interest in MTS and other trade issues.

### **JITAP-Related Issues**

114. At the time of the MTE, the Government attached high priority to the IF. JITAP and the IF were operating in parallel, without any obvious linkage. It was therefore recommended that such a linkage be brought about and that the NSC of the IF and that of JITAP should be merged. The IF has completed a diagnostic study and has identified several priority areas for action. Many of the activities identified will require capital assistance, in addition to technical assistance. (Should the IF be more than technical assistance? Clearly, the Tanzanian study includes capital assistance needs.) IF activities have now ceased in Tanzania. The IF has raised the profile of trade issues in Tanzania. The IF identified JITAP as contributing, although on a small scale, to implementing the findings of the diagnostic study, assigning JITAP particular tasks to undertake. The Tanzania experience with the IF clearly established the complementarity between the IF and JITAP.

115. There was considerable disillusionment at the time of the MTE with regard to JITAP. There have been modest improvements since, although they are not yet positive about JITAP outcomes. The National Focal Point (the Ministry of Trade) is now more inclined to respond to JITAP and make it a success. A major grievance, not only of the Ministry of Trade but also of other counterpart organisations such as BET, is that the benefits accruing to Tanzania are not so obvious, as the agendas are set from Geneva and only modest

resources flow into Tanzania. They are not overly impressed with the quality of the international consultants, who take up a fair proportion of the resources allocated. These are perceptions which need to be overcome. There has to be closer engagement with Tanzanian officials. It will be productive to give these officials also the opportunity of visiting Geneva and interacting with the agencies.

116. There has been no significant effort to engage private sector bodies in the work programmes of JITAP. Tanzanian private sector bodies appear to be more dynamic and more in tune with MTS and WTO issues than many relevant public sector institutions. Many donors are working with these private sector bodies. ITC itself has a project which has facilitated the establishment of CIBDS, which is largely a private sector institution, engaged in business education. It is located in the same premises as the College of Business Education, a government body where one of the JITAP reference centres has been located. There is hardly any interaction between these institutions. It is a clear illustration of the potential opportunities for greater linkages and also for the utilisation of currently-existing training capacities.

117. The quality of management of JITAP in Tanzania is probably better than what it was at the time of the MTE. The National Technical Advisor, who was appointed through DFID funding, left his post very early, as he had another offer from a Geneva-based organisation (not any of the three JITAP agencies). Now another one is to be appointed. The removal of the Regional Co-ordinator has been a positive factor. Also, the disengagement of the National Facilitator (Tisco) does not appear to have made any difference. An important lesson to draw from the Tanzanian management experience is that what is most essential at the country level is the active engagement of the NFP and the need to equip him with resources which enable him to undertake his tasks. An effective NFP would make a large difference. Tanzania is illustrative of the lacklustre management at the country level.

118. An important issue which has been raised often in Tanzania is that of payment of local officials for engaging in JITAP activities. Tanzanian officials, as in most other African countries, are poorly paid. Mid-level officials in the Ministry of Trade will be drawing US\$200-300 a month. These officials cannot afford to incur extra expenses, when for example they are expected to attend meetings of the IIC or its sub-committees. The Ministry of Agriculture official will have to travel a fair distance by public transport to attend these meetings. Geneva officials have stated that meeting these costs is an obligation of government. That is a valid argument. The Government itself is strapped for resources. It is this kind of gap in salaries and incentives that has bred the resentment against international consultants. Should JITAP view this issue from the point of view of increasing the efficiency of its own activities by paying them? There are arguments on both sides, but the balance of the argument is clearly to pay these local personnel an extra fee, to compensate for their additional tasks. An investment of this kind can enhance cost-effective outcomes.

#### Cluster-Specific Issues

119. *IICs* - The IIC has met several times and there is a new interest in its deliberations. The meeting at which many members of the IIC met the Evaluator was productive and left the impression that members are committed to its success. The IIC has established several sub-committees, each one of them responsible for specific WTO Agreements. The sub-committees appear to be actively engaged in their tasks. There is a strong impression that not enough guidance has been offered from Geneva on the workings of the IIC. To illustrate, the sub-committee on Agriculture, chaired by the representative of the Ministry of Agriculture, was also dealing with the WTO Agreement on Textiles. On inquiry, it was discovered that this arrangement was made, as cotton is the raw material for Textiles.

The regrettable feature is that there has been no opportunity for any discussions on this type of issue with UNCTAD. (UNCTAD is probably unaware of the sub-committee structure.) When it was pointed out in the discussions that it might be appropriate to review the sub-committee structure from time to time and abolish existing or establish new sub-committees, as circumstances demand, the IIC members were certainly interested. The other aspect of Tanzania's IIC is that it is almost exclusively a body where government agencies are represented, with possibly the exception of one private sector body. The role of the IIC - whether it is advisory or decision-making - has not been clarified in Tanzania. The reason why civil society organisations were kept out was that it was felt that they were inappropriate for a body of this type, working within the Ministry of Trade. These are key issues in the functioning of IICs, but they have not been addressed so far by JITAP.

120. *Human Resource Development* - One of the areas in which Tanzania has gained from JITAP is in establishing a trained cadre of personnel familiar with MTS issues. Nearly 100 persons appear to have been trained. A network of trainers has been formalised and an NGO, the Institute for Multilateral Training System, has been registered. The MTE recommended that a network should not necessarily be confined to those trained through JITAP, but that JITAP should be the catalyst for developing a network of all-competent persons in the country, familiar with MTS issues. There is no evidence that this approach has been followed in Tanzania. There is certainly a need for building up this network, for it to be a more effective body.

121. *Export-Sector Strategies* - There is no visible impact so far from the activities undertaken in related clusters. The National Symposium which identified the sectors for study was in May 2000. The initial training for export-sector strategy development was in July 2000 and there was another workshop in November 2000. Since that time, activities have dragged on for nearly two years, due to administrative delays and also financial constraints. The way these activities have been implemented is liable to generate disillusionment. BET, which is the counterpart organisation, is of the view that these activities could have been more effectively pursued through alternative methodologies and with more consultation with local organisations. The so-called 'coaching' methodology has serious defects and is far too dependent upon one or two international consultants and their availability. It is also felt that these consultants adopt a highly standardised approach in every country. It is necessary for JITAP officials to recognise that these countries have their own capacities to develop export-sector strategies with some guidance, which might be organised through events such as inter-country workshops and the preparation of a detailed Guide Book. Tanzania has also been allocated an extra US\$300,000 of IF money for export-sector strategies. It is interesting to note that IF funds for sector strategies will include pilot schemes for generating export supplies (a greater focus on the supply-side).

122. *"Trade Secrets" and "Export Finance"* - It has taken an unduly long time to complete these two Guides. The delays are attributed to Geneva and also to unsuitability of the consultants employed. Whatever the reason might be, it is an unnecessarily long process, running to nearly three years. Implementing activities in this way leads to considerable disappointment, as is evident from the poor response of financial institutions, when invited for a workshop on export finance.

## **TUNISIA**

### **Overall context**

123. Tunisia has followed an active export-oriented development strategy since the 1980s and is committed to import liberalisation as a means to achieving the 7% annual export growth targets in the 10<sup>th</sup> National Development Plan. It joined the GATT in 1990, signed an



association agreement with the EU in 1996 and with the Arab League in 1998. It also has several bilateral trade arrangements with other countries in North Africa and the Middle East. Tunisia is heavily dependent on the EU, which absorbs 82% of its exports and supplies 79% of its imports. Trade with the Maghreb is relatively small (5% of exports and 3% of imports). Just over half of its total exports are clothing/textile/leather products. Its own market has opened in recent years though the agro-food sector is still quite protected.

124. Tunisia is actively engaged in the post-Doha discussions and particularly concerned about the new issues. There is a strong perception that further trade-related support is needed and that donors should recognise that even emerging market economies are in need of such help. They cannot manage on their own.

### Key Features of JITAP

125. JITAP is financed and managed differently in Tunisia than in the seven other countries. It has received US\$456,100 directly from UNDP and the Tunisian Government (making this by far the smallest JITAP country programme) and less than US\$40,000 from the Common Fund. It has been managed directly by UNDP rather than ITC. It was not covered by the MTE, as it had been the subject of an earlier joint review by ITC/UNCTAD/WTO. The programme in Tunisia started in 1997, earlier than the others and at that time had a different name.

126. Some of these factors may explain why JITAP is less well-known in Tunisia than elsewhere. Stakeholders often confuse JITAP activities with those offered directly by the three agencies (eg Trainfortrade, WTO courses).

127. Funding has been a constraint - the amounts have been limited; there were delays in disbursement; further funding from UNDP did not materialise as expected; nonetheless in 2002, some US\$100,000 remained to be spent.

128. Nonetheless the programme is considered to have been successful in sensitising many officials and some private sector representatives to the changes associated with WTO membership - both new responsibilities and new opportunities and with strategies for the public and private sector to address both. Also JITAP contributed to greater engagement by UNDP and other donors on trade issues in Tunisia. For instance the EU and the World Bank have become heavily involved in trade-related projects. The current UNDP plan envisages continuing this emphasis on measures to promote trade and foreign investment.

### Cluster-Specific Issues

129. *IIC* – The Trade Ministry, which is the Focal Point for JITAP, organises meetings of the National Council for the WTO (NC) and various NC sectoral groups. The NC, which brings together ministries and a number of private sector associations, is responsible for co-ordinating Tunisia's response to multilateral trade negotiations and agreements. This work has been informed by some of the training under JITAP. Some ministries complain that their interests are not well served by the NC. For instance further action is considered necessary to effectively formulate Tunisia's interests in the ongoing agricultural and services negotiations. On the other hand, JITAP is credited with helping Tunisia to negotiate extensions, eg in its use of quantitative restrictions on balance of payments grounds.

130. *Customs* – The Government has met most of its Uruguay Round commitments, such as changes in Customs valuation laws and procedures. Customs officials appreciate the training they have received on WTO rules, organised by the WTO and the WCO, of which only part was under JITAP. Other assistance was given by the World Bank (eg for a building

for the Customs School and a laboratory) and UNCTAD (ASYCUDA). They have trained others (eg in Libya) in the new customs valuation system and are prepared to translate ITC and other customs materials into Arabic. But they still want further training, eg on anti-dumping, rules of origin and risk management and assistance in explaining the new Customs procedures to the private sector.

131. *Reference Centres* - There are two Reference Centres – one in the Trade Ministry and another in the Export Promotion Agency (CEPEX). The Trade Ministry centre is essentially inactive. It does not have an active computer/Internet connection, nor a documentalist and so is presently only accessible to Trade Ministry officials. It needs someone to look through material that comes in and then to send notices to inform other ministries of what is available. As a result, documentation sent from the WTO Secretariat or other WTO members is rarely forwarded to the relevant ministry for comment within the designated period.

132. The CEPEX centre is functioning, with a computer that is hooked into Tradepoints and it is often consulted by private sector representatives (though others claim not to know of its existence). It has CDs with market data (Trainfortrade and GSP). Most other documentation provided under JITAP is in the CEPEX library available for public consultation. There have been no new documents since 1999.

133. *Human Resources Development* – This has been the most active and important element of JITAP in Tunisia. Several hundred people from all sectors participated in six seminars on WTO issues. A further 60 or so from the public and private sectors participated in week-long training in sector/issue specific areas and could be considered resource persons for related policy discussions, though no more than 15 could be considered trainers/experts in any area. No-one from Tunisia participated in any of the regional JITAP meetings. Three of the four people trained in Geneva are now running academic courses on international trade issues (law, economics and management) and the fourth (an official) is actively sought by other countries to provide expert advice. These result from individual efforts rather than being organised by JITAP and as yet they have not yet received the support materials expected from ITC under JITAP.

134. To date there is no network of trainers. Instead there are suggestions for the creation of a training cell in the Trade Ministry and for trade courses to be taught at the foreign officers' training institute. All potential trainers would themselves benefit from additional training to update their knowledge. While the WTO plans several national and regional seminars in Tunisia, under its own TA plan for 2002, unless these include trainers from the universities and other training institutions, they will not meet the HRD needs expressed during the summative evaluation.

135. CDF is not actively used though some recognise it has the potential eventually to provide trainers in Tunisia with access to trainers in other countries, with the possibility of sharing notes/ideas on teaching materials etc, as well as Qs and As that could be exchanged with ITC/UNCTAD/WTO staff.

136. *Export-Sector Strategies* – There is a general sense that the various studies done under JITAP were quite useful, despite some implementation problems (eg the expert did not have the right skill mix, difficulties in finding a francophone expert, the need for rewriting). In particular the sector specific studies were followed by the development of promotional campaigns for some products (notably garments) and in other cases (such as agro-food products) by efforts to improve quality and competitiveness. The services sector study led to services being included in the scope of the World Bank FAMEx programme. An UNCTAD study helped to inform a request to the EU for further technical assistance. But not all studies were followed by action plans as a result of funding constraints.

## UGANDA

### Overall Context

137. Uganda has a market-oriented and relatively open economy and the Government attaches high priority to trade. It is anxious to attract foreign investment. From the highest levels, there is a commitment to increasing exports and many initiatives have been taken recently by the President. The Government clearly recognises that the major constraints to trade expansion are to be found on the supply side. Generating export surpluses is the critical issue. The coffee sector, which is a traditional Uganda commodity, has recently been severely dented by prevailing low prices.

138. Uganda is a large recipient of ODA. It is estimated that the country now receives around US\$1 billion, which includes debt relief provided under HIPC. Most of this aid is channelled to Education and Health. Recently, the Ministry of Finance has expressed concern regarding the large inflow of ODA and has suggested that this could be inflationary. Uganda has no lack of ODA resources.

139. TRTA has increased and many donors are engaged in this field. Also, many donors are channelling capital assistance which is closely related to trade and production for export. Donors recognise that the major constraints are on the supply side. DANIDA, the EU, GTZ, SIDA, USAID, UNDP and the World Bank are among some of the donors who are actively involved in TRTA and trade-related capital assistance. These donors have placed strong emphasis on working with private sector organisations and on private sector issues. For example, the World Bank is implementing a major project on private sector competitiveness and similarly USAID and DANIDA are implementing projects to strengthen the private sector. Donor agencies in Uganda possess extensive information on TRTA and as a result of co-ordination arrangements among them, there is an extensive flow of information among them. JITAP can learn continuously from a closer involvement with donor agencies at the field level. At least one donor was of the view that the Government was not fully alert to the opportunities, especially for TRTA, which donor agencies can provide.

### Key Features of JITAP

140. The Ministry of Trade is evidently strongly committed to JITAP and it is their view that JITAP has been a strong positive feature in enabling Uganda to respond to MTS issues and to be more involved in multilateral trade negotiating processes. The NFP is actively engaged in JITAP activities, although there appears to be some communication gaps with activities which take place outside the Ministry of Trade. The Ministry is anxious to reconcile MTS issues with regional trade arrangements. The regional factor has increased in importance since JITAP started its operations.

141. In discussions, especially with donors, there is the impression that JITAP should focus more on trade and poverty issues, as this is an important dimension in most TRTA. Donors appear to be more inclined to be associated with TRTA if they focus on the links between trade and poverty. Donors are also significantly interested in the regional dimension of trade.

142. As noted in the MTE, the Ministry of Finance has an important role in economic and trade policy. JITAP has worked almost exclusively with the Ministry of Trade and there is little contact with the Ministry of Finance. The Ugandan experience, particularly, raises the issue of the involvement of the Ministry of Finance in institutions such as the IIC. There is obviously no easy answer and this is an aspect which needs to be further examined.

143. The old IF has allocated funds to Uganda, to implement JITAP-related activities. US\$200,000 has been allocated for export-sector strategies, US\$40,000 for the network of trainers and US\$40,000 for the IIC. This is another linkage with the IF.

144. Since the MTE, JITAP management at the local level has probably improved and there are no evident drawbacks from the abolishing of the post of Regional Co-ordinator, who also worked (inappropriately, as the MTE noted) as the NF. The NF is now the Uganda Export Board. The Export Board itself has undergone a change in management, significantly for the better. These developments augur well for the management of JITAP. However, there are still problems of communication between the NFP and the NF. The Ugandan experience calls into question whether there is a need for an NF and an NFP.

### Cluster-Specific Issues

145. *IICs* - The IIC has been active on MTS issues and was instrumental in the preparations for Doha. It has established five sub-committees - Agriculture, TRIPS, Services, Trade in Medicine and New Issues. The structure of sub-committees in Uganda is different from Tanzania and Kenya - and rightly so, as the sub-committee structure needs to reflect the country-specific priority issues. The sub-committee on Medicine is particularly noteworthy, as this is an important issue in most African countries. The IIC has NGO and civil society representatives and from the discussions, it is clear that they intend to play an active role. For example, one NGO - Food Security Alert - is particularly intent upon raising the issues of trade and food security. There is considerable misunderstanding on the relationship between trade and food security, especially among civil society organisations. This is one aspect of the MTS which needs to be clarified, as in popular perception it is the area where there appears to be a strong negative impact on countries like Uganda. The IIC has enabled NGOs and civil society organisations to be involved in the advisory process and the issues which concern them require more analytical support.

146. *Human Resource Development* - The MTE pointed out that JITAP should have engaged institutions such as the Makerere University and its Business School more actively. This remains true, especially when there is a relatively sophisticated centre of higher education. The network of trainers that has been formed has been largely inactive and it is essential that the concept of the network is re-assessed, so that a more effective group can be stimulated, drawing from competent expertise in the country. The new money that is provided from the IF could stimulate a more technically competent network to emerge.

147. *Export-Sector Strategies* - Sector strategies prepared under JITAP auspices are now beginning to appear in draft form. These strategies have been long-delayed, due partly to financial and partly to management reasons. In the meantime, other agencies have undertaken work in related areas, for example USAID. There are apparently problems with the flow of information between the work done by the Export Board in these sector strategies and agencies such as USAID, working in the same field. ITC has also recently received resources from the old IF, to undertake sector strategies. These need to be linked up. At least one donor was clearly of the view that some activities included in JITAP's export-sector strategy development - taking exporters to meet buyers abroad - are superfluous, as the problem is not with the marketing of products but more with supplies. It is necessary that JITAP review its methodologies for export-sector strategies and takes full account of the work that is either planned or ongoing by other multilateral and bilateral donors. The Uganda experience is illustrative of one of the problems of JITAP - its relative neglect of the opportunities to interact with other donors and to readjust its own programmes of work.

