



**External Evaluation of UNCTAD Project Account-
Addressing the Impact and Implications of the Global Financial and Economic
Crisis on Developing Countries through Support to Services Sector
Development***

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ACRONYMS

Acronyms	Definition
CFTA	Continental Free Trade Agreement (Africa)
DA	Development Account
DESA	Department of Economic and Social Affairs
EA	Expected Accomplishment
EMU	Evaluation and Monitoring Unit
FTA	Free trade agreement
GFPTT	Global Facilitation Partnership for Transportation and Trade
IDB	Inter-American Development Bank
IR	Inception Report
LAC	Latin America and the Caribbean
LLDCs	Landlocked Developing Countries
LM	Logical Framework
M&E	Monitoring and evaluation
MoU	Memorandum of Understanding
NES	National Export Strategies
NSPR	National Services Policy Review
RBM	Results-Based Management
SPR	Service Policy Review
SWAT	Strengths, Weaknesses, Advantages & Threats
TNCDB	Trade Negotiations and Commercial Diplomacy Branch
ToRs	Terms of Reference
TRTA/CB	Trade Related Technical Assistance and Capacity Building
UNCTAD	United Nations Conference on Trade and Development
WTO	World Trade Organization

EXECUTIVE SUMMARY

This evaluation report is prepared in the context of the evaluation of the Development Account (DA) United Nations Conference on Trade and Development's (UNCTAD's) 7th Tranche Project - "Addressing the Impact and Implications of the Global Financial and Economic Crisis on Developing Countries through Support to Services Sector Development". The evaluation is being carried out by Alexandre Daoust, as commissioned by UNCTAD's Evaluation and Monitoring Unit (EMU).

This 4 year project started in 2011 and was finalized in December 2014. The project's objective was to strengthen the capacity of developing country policy makers, regulators, and trade negotiators to capture new market opportunities and address national challenges in the services sector, particularly in the context of the impact and implications of the global financial and economic crisis.

The final list of targeted countries was:

- Three in Africa: Lesotho, Rwanda and Uganda;
- One in Asia: Bangladesh;
- Four in Latin America and the Caribbean (LAC): Nicaragua, Paraguay, Peru and Jamaica; and
- Activities were also undertaken for Colombia.

The project's outputs were the following:

- Eight service policy review (SPR) studies (Lesotho, Rwanda, Uganda, Bangladesh, Peru, Nicaragua and Paraguay) and Jamaica services policy review (included in the trade policy framework);
- 14 national workshops on services policy review (two per country);
- Two regional meetings: one for Africa and one for Latin America;
- Four study tours for Lesotho, Uganda, Nicaragua and Peru;
- Commentary and consultations with services policy makers on Colombia's services white paper

In Asia, for reasons discussed in the following sections, instead of working with three countries, only one (Bangladesh) was targeted. Additionally, the regional event planned in Asia was finally not implemented as only one Asian country was involved in the project.

The evaluation's findings and recommendations are based on data collected through document review; interviews in Geneva (stakeholders from UNCTAD, participants countries' missions representatives and beneficiaries), in Asuncion Paraguay (stakeholders and beneficiaries) and through Skype/phone discussions; and surveys to which all stakeholders involved were invited to participate.

Findings

The findings are presented using the logical structure of the evaluation criteria—relevance, effectiveness, efficiency, sustainability, and gender aspects—and in order of the evaluation questions contained in the evaluation's terms of reference.

Relevance

In the majority of cases, the project's design and results were well aligned to the beneficiary country needs as well as with the UNCTAD's mandates and the UNDA's priorities. This demonstrates a project relevant to the majority of the stakeholders.

There were some minor communication/language issues. Some of the respondents did not fully understand the general idea of the project. Also, in a limited number of occasions, the fact that the SPRs were published in English was seen as a potential issue for the beneficiaries.

Effectiveness

The quality of the work accomplished and the results reached (SPRs, workshops and study tours) were satisfying to the majority of the stakeholders.

The SPRs are considered useful by and for the beneficiaries in many ways (advocacy, reference documents, trade negotiations, etc.) Data points to the fact that there are good chances the project and the SPRs will positively affect the targeted services sectors' policies.

Some delays in implementation led to a reduction of targeted number of countries and to an increase of efforts in each country (eight countries were directly involved with some additional work accomplished with Colombia instead of the initial target of 10 countries).

Efficiency

The project was efficient in many ways. With a relatively small budget, the project management team was able to accomplish most results.

Generally speaking, the activities and the results were delivered on time. However, the project's ability to reach some of its targets was affected by issues faced during the selection and management of the consultants hired to conduct the SPRs, delays in the decision-making by beneficiary countries, as well as the regional cooperation partners in connection with workshop dates and joint activities.

Sustainability

To increase the sustainability of the project's results, more support would be needed to follow-up on *how* the beneficiaries can implement the SPRs' recommendations.

Networking, through the workshops and study tours enhanced the regional and national institutional strengthening of the stakeholders involved. The involvement of all stakeholders was satisfactory and appreciated.

Gender aspect

Generally speaking, gender considerations were well integrated in all of the project's aspects (women's participation and consideration in the SPRs themselves).

Recommendations

- ***It is recommended that future similar projects ensure that all SPRs and official documentation emanating from such projects be made available in the language of the country in which the documents are produced, by providing sufficient funding to edit and translate the studies externally. Indeed, to ensure the relevance of the SPRs for the beneficiaries, the documents should be produced to facilitate follow-up and implementation of policy advice proposed by UNCTAD. Thus, if they are in the language of the beneficiary country, there are more chances that this follow-up will be done.***
- ***It is recommended to set the necessary context (e.g.: increase in funds and project implementation timeline) to allow for the collection and use primary data for the development of the SPRs as this would increase the level of usefulness of the documents' recommendations.***
- ***It is recommended that the beneficiary national government, with the potential continuous support from UNCTAD, continue making sure that the SPRs are disseminated to the largest audience possible,***

nationally—in the countries' languages. This would support the implementation of the recommendations as stakeholders would be increasingly sensitized to the services sectors' importance to the national economies. This dissemination process could take the form of a diffusion strategy and a launching event for the SPRs during which high level decision makers would be present.

- *For the beneficiary countries, it is recommended to use the SPR methodology to apply it to other sectors and to engage actively in the diffusion strategy*
- *To the extent possible, it is recommended to have a funded administrative staff (for instance by allocating more funds for General Temporary Staff -GTA-) for the implementation of the project which would take care of the day to day administrative and operational details as well as the logistical aspects of project implementation.*
- *To the extent possible, it is recommended to find solutions to the delays caused by national consultants' recruitment procedures.*
- *It is recommended to follow-up on the implementation of the recommendations in the SPRs through the development of a full action plan for the beneficiary countries. For those in which the SPRs were developed at the beginning of the project, it could be interesting to update the information and data they contain.*
- *For eventual future similar DA projects, it is recommended to ensure that sufficient funds are provided to the project implementation team to integrate as an EA the development of recommendations' implementation plan to increase the sustainability of the SPRs.*

1. INTRODUCTION¹

This evaluation report is prepared in the context of the evaluation of the Development Account (DA) United Nations Conference on Trade and Development's (UNCTAD's) 7th Tranche Project - "Addressing the Impact and Implications of the Global Financial and Economic Crisis on Developing Countries through Support to Services Sector Development"² (hereafter referred to as the Service Policy Review Project, or simply the project). The evaluation is being carried out by Alexandre Daoust, as commissioned by UNCTAD's Evaluation and Monitoring Unit (EMU).

This section depicts general information on the Service Policy Review (SPR) Project, examines the purpose and scope of the evaluation, and discusses key evaluation questions and criteria.

1.1. General Information on UNCTAD's Service Policy Review Project

The Project Document was developed in early 2010³ and its duration was four years (2010 to 2013). However, its implementation started in 2011 when the funds were received. Because its starting date was postponed and due to some delays in implementation⁴, an extension was approved which brought its end date to December 2014 to cover the 4-year duration of the project.

Initially, the project targeted ten countries. The target was changed to seven countries (plus an additional two with which some work was accomplished but not full-fledged SPR processes) in the Memo requesting a budget revision (dated 1 June 2012) and hence approved by the UNDA. For the core seven countries, more activities were undertaken per country (e.g.: desk study⁵ and two national stakeholder workshops instead of one). The final list of targeted countries was:

- Three in Africa: Lesotho, Rwanda and Uganda;
- One in Asia: Bangladesh;
- Four in Latin America and the Caribbean (LAC): Nicaragua, Paraguay, Peru and Jamaica; and
- Activities were also undertaken for Colombia.

¹ Sections 1 and 2 are largely derived from the inception report developed at the beginning of the mandate. Section 2 however does have some important additions.

² As the name of the project is quite long, the IR will refer to it as the Service Policy Review Project or simply as the Project.

³ The date of the development of the project document is estimated here by the evaluator as the document itself is not dated.

⁴ UNCTAD, 2011 & 2012. *Annual Development Account Progress Reports*. Delays such as: late replies from ministries; consultants declining to work with UNCTAD after they were selected; insufficient number of candidates for consultancy, etc.

⁵ The preparation of country-specific desk studies by UNCTAD was not foreseen in the project document, which constitutes an additional contribution by UNCTAD.

The Project's objective and Expected Accomplishments (EAs)⁶ are:

Objective: strengthen the capacity of developing country policy makers, regulators, and trade negotiators to capture new market opportunities and address national challenges in the services sector, particularly in the context of the impact and implications of the global financial and economic crisis.

EA1 Enhanced and holistic understanding and capacity to analyze formalities (policies, regulations, institutions and various forms of private and state provision of services) of national services sectors and effective approaches to advance their development.

EA2 Enhanced policies and processes for informed decision-making and harnessing the sector's development benefits.

EA3 Enhanced capacity to develop, pace and sequence national policies, reform and liberalization for supply capacity-building and strengthened institutional and regulatory frameworks to help ensure that services trade reform and liberalization generates the expected development benefits (i.e. increased competitiveness of economies and increased export opportunities, improved access and affordability of quality services).

To reach these EAs, the Project manager and the project team worked in a sequence in/with each country, with some overlap between each step mainly for the three first ones:

1. Contract national consultants to support the implementation of the Project in the selected countries;
2. Support the coordination of the involved national stakeholders—mainly representatives from relevant ministries, the private sector and civil society and the national consultants,—in i) reaching an agreement on the priority sectors to target, ii) collecting data on the selected sectors; iii) stimulating the participation of the stakeholders in the Project's events;
3. Conduct and coordinate i) an in-depth UNCTAD desk study as a basis for the development of ii) Services Policy Reviews (SPRs) for the countries, in cooperation with the national consultants and all stakeholders;
4. Conduct and coordinate two national stakeholder workshops in each country to discuss and refine the SPRs as well as to support the development and adoption of strategies to stimulate the priority services sectors and manage and redistribute the economic benefits generated by the sectors;
5. Conduct and coordinate regional workshops for exchange of best practices, lessons learnt and experiences amongst representatives of relevant ministries from countries in the region and facilitate cooperation and trade in services regionally;
6. Conceptualize and coordinate study tours for the beneficiary countries in similar countries where steps have already been taken to services sectors reviews and strategy; and
7. Provide follow-up technical support and training through the national consultants' work and UNCTAD project team efforts by email and face to face capacity building.

As demonstrated in the final report of the project, the latter has accomplished the following:

- Eight service policy review (SPR) studies (Lesotho, Rwanda, Uganda, Bangladesh, Peru, Nicaragua Paraguay) and Jamaica services policy review, included in the trade policy framework;
- 14 national workshops on services policy review (two per country);

⁶ The EAs are phrased differently in the Project Document and in the ToRs. It was decided in a common accord with the EMU that for the evaluation, the Project Document's EAs would be used. UNCTAD, 2010. *Development Account, Seventh Tranche. Project Document. Addressing the Impact and Implications of the Global Financial and Economic Crisis on Developing Countries through Support to Services Sector Development.* p. 11

- Two regional meetings: one for Africa and one for Latin America;
- Four study tours for Lesotho, Uganda, Nicaragua and Peru;
- Commentary and consultations with services policy makers on Colombia's services white paper

In Asia, for reasons discussed below, instead of working with three countries, only one (Bangladesh) was targeted. Additionally, the regional event planned in Asia was finally not implemented as only one Asian country was involved in the project.

1.2. Evaluation Purpose and Scope

This sub-section summarizes⁷, on the basis of the Terms of References⁸ (ToRs), the purpose, scope, questions and criteria of the external evaluation of the Project.

As indicated in the ToRs developed by UNCTAD, in terms of timing, as the project has recently come to an end, undertaking the external evaluation at this moment was in compliance with the requirements of the DA.

The evaluation's scope is determined by its timeline, the geographical areas it covers, the targeted groups involved, as well as the evaluation criteria, questions and methodology used⁹.

Timeline

The evaluation officially started mid-February and will end at the beginning of July 2015.

Selection of the field mission destination country The project led to the development of SPRs in eight countries. For Jamaica, the SPR was included in wider context of trade policy framework. The project also enabled participation of Colombia in the LAC regional meeting and substantive inputs, advice and consultations with services policy makers on Colombia's white paper for promoting services exports were provided.

The evaluation budget covered for an interview mission to Geneva, Switzerland (20th and 21st of April 2015), a field mission in Paraguay (27th and 28st of April 2015) and an additional meeting with the project manager, which took place on 11 May.

The services sectors addressed by the Project were as follows:

- Bangladesh: ICT, tourism, construction and professional services
- Jamaica: Tourism, communication and ICT, creative industries and audiovisual and financial services
- Lesotho: Financial, Medical Professional, and Tourism Services
- Nicaragua: Tourism, Financial, Telecommunication and Road Transport Services (4 services sectors)
- Paraguay: Construction (and associated professional services: architecture + engineering), Financial, Telecommunication and Education services (4 services sectors)
- Peru: Engineering Consulting, Logistic services, Computer and related Services, Bookkeeping and Accounting Services (4 services sectors)

⁷ This sub-section and the following are a summary of what the inception report (IR) for the mandate had laid-out. Hence, for more information on the methodology and other aspects of the evaluation approach, please refer to the IR for more details.

⁸ UNCTAD, January 2015. *Terms of Reference (TOR) External Evaluation of UNCTAD's Development Account 7th Tranche Project Addressing the Impact and Implications of the Global Financial and Economic Crisis on Developing Countries through Support to Services Sector Development*. 6 p.

⁹ OECD/DAC. 2010. *Quality Standards for Development Evaluation (DAC Guidelines and Reference Series)*. P.8 The methodology that will be used for the evaluation is described in section 2.

- Rwanda Tourism, ICT and ICT-enabled Services
- Uganda II: Computer and related services and ICT services, Distribution services and Services auxiliary to all modes of transport

It was predetermined by UNCTAD that the field mission would be conducted in LAC. In selecting the country for the data collection mission, the evaluation consultant proposed to consider three criteria: i) extent to which the services sectors addressed by the project in the mission destination country represented the majority of sectors addressed in all the eight countries;; ii) specific details about the level of engagement and intensity of interventions in the country that would be interesting to assess through the evaluation (e.g.: study tours, participation in the regional workshop) and iii) the stakeholders' (Project managers) opinions/suggestions.

In the light of the sampling process and based on a short analysis¹⁰ as well as discussions held with the project management team and EMU, the evaluation consultant concluded that Paraguay would be at the top of the list in terms of the country to visit for the field mission.

The consultant involved as many of the key stakeholders linked in one way or another to the Project as possible. However, as the Project covers eight countries, it was impossible to reach out to all beneficiaries involved. As the data collection for the evaluation draws from many lines of inquiry—including the survey, which allowed reaching a certain number of beneficiaries, and the one country field visit, which allowed going in more depth in terms of data collected—it was also important to conduct Skype/phone interviews in addition to the face to face interviews conducted during the field visits in Geneva and the selected LAC country, Paraguay. The response rate to the invitation to interviews was the main factor determining the final number of interviews conducted. In all, 12 respondents were interviewed by phone/Skype. It was hoped that a critical mass of a minimum 11 respondents would be interviewed. Hence, the target was met.

Evaluation Criteria & Questions

To assess the Project's performance, the evaluator used the results presented in the logical framework developed in the Project Document to compare the actual achievements with the planned EAs. In addition, all evaluation questions presented in the ToRs, categorized as usual by the four standard evaluation criteria—i.e., relevance, effectiveness, efficiency, and sustainability¹¹—were linked to sub-questions when necessary, indicators, data collection methods and data sources (see Annex 1 for the evaluation matrix detailing all the features used during the evaluation process).

¹⁰ See inception report for more details.

¹¹ The evaluation will grant less attention to the Result Based Management (RBM) defined "impact" the Project has had on the beneficiary countries since the Project has recently come to an end (December 2014) and impact level results are long term results which usually only appear after projects end.

2. EVALUATION METHODOLOGY

The second section of the evaluation report quickly describes the evaluation strategy, data gathering and analysis tools (a detailed description of the survey approach is integrated in this section) and the assignment's challenges and limitations.

2.1. Evaluation Strategy

The evaluation strategy selected allowed for the evaluation questions presented in the ToRs to be fully addressed in a timely manner. By adopting this strategy, an independent, participatory and professional approach was ensured. The methodological principles below guided the evaluation throughout the process.

- Guidelines for the Evaluation (UNEG guidelines, standards and norms and UNCTAD's Evaluation Policy)
- Triangulation of Observations and Findings
- Participative and iterative Management
- Application of knowledge

2.2. Evaluation Approach, Data Gathering and Analysis Methods

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

1) Inception phase

Step 1: Preliminary Document and Literature Review

The Trade Negotiations and Commercial Diplomacy Branch (TNCDB) project manager and team started the collection of key information and documents about the project for the evaluator in November 2014. This information contained, among others, a list of participants in workshops, a summary results of evaluation forms from activities, publications, concept notes for activities, budget information, list of peer-reviewers and list of partners who contributed to the implementation of some activities under the project, reports of the regional meetings and the final report of the DA project¹². This information was provided to the evaluator on 24 February.

Step 2: IR & Development of Data Collection Tools

The IR provided an overall approach to assess Project management and the extent to which the results have been reached. As a building block for the IR, the evaluation consultant proposed the development and use of an evaluation matrix (see Annex 1 for the evaluation matrix). Based on the evaluation matrix, data gathering tools were developed: i) a document review data collection matrix (internal document used by the consultant); ii) customized interview protocols, as well as iii) survey questionnaires that will be used with respondents and

¹² According to the project team the collection of this information was equivalent, during the months of November, December and January to an almost exclusive engagement (70%) of 1 professional staff member in this responsibility and to partial engagement 40-60 % of 3 administrative staff members.

beneficiaries (see the interview and survey tools in Annexes 2 and 3). The validation of the evaluation matrix and data gathering tools by UNCTAD and more specifically by EMU and TNCDB facilitated the participation of relevant stakeholders in the evaluation process and represented an opportunity to collectively examine the logic and the viability of the evaluation process. ***Once approved, the IR became the road map for the rest of the assignment and the working document from which decisions were taken.***

2) Data Collection Phase

Step 3: In-depth Desk Review

Step 4: Interviews & Surveys with Key Stakeholders and Beneficiaries

The TNCDB project manager and team organized the collection of information from key stakeholders and beneficiaries by explaining the process of evaluation to beneficiaries, inviting and reminding them to reply to the surveys and participate in interviews and arranging the interview schedule for the evaluator¹³. The Skype/phone interviews took place after the field missions. During the Geneva mission (20th and 21st of April 2015), a field mission in Paraguay (27th and 28st of April 2015) and a meeting with the project manager on 11 May, the evaluation consultant conducted in-person interviews with Project managers and all available, relevant UNCTAD staff, general stakeholders and beneficiaries.

Electronic surveys (FluidSurveys): The e-survey invitation was sent to as many people as possible. The e-survey was kept voluntarily short to ensure a high rate of response. However, the latter was quite low.

- Invites: 526;
- Bounced: 91 (17.3%). Remains 435;
- Answered (complete, incomplete or terminated): 38 (8.7%)
 - Terminated (answered they had not participated in any of the project's activities): 5 (1%)
 - Incomplete: 11 (2.5%)
 - Complete: 22 (5%)

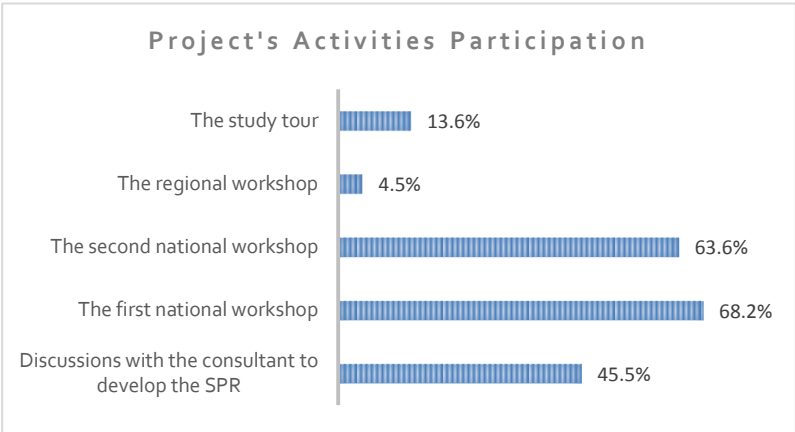
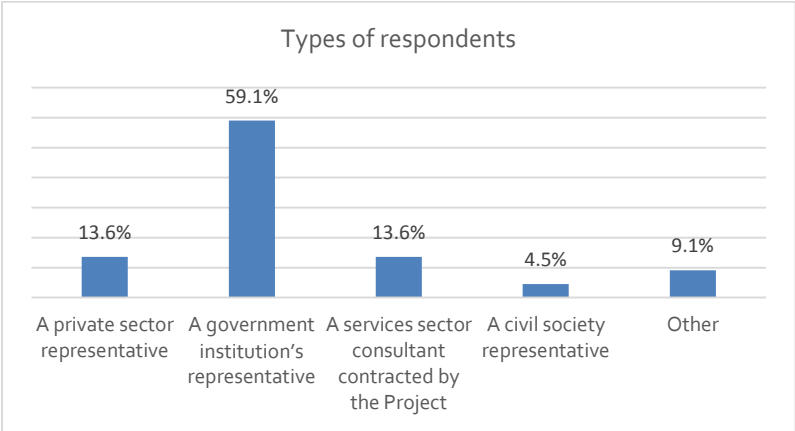
Normally, a 5% response rate is considered low. With the sample of 22, the error margin is statistically of 17%. However, considering that even if the key stakeholders received information on the project based on their specific roles and responsibilities, not all beneficiaries were intensively involved in the project design and implementation nor were they all involved for a sustained period of time in project delivery¹⁴, it becomes difficult to determine to what extent we could have expected them to be motivated to respond to the survey. At this point, because of the many factors affecting the context in which the evaluation is taking place (see sub-section 2.3 below), the evaluation uses the survey data for the analysis without considering too much the error margin. In this sense, the survey data is always supported and discussed using the more qualitative data collected through the other lines of inquiry (interviews and document review).

Respondents' profiles and general characteristics

¹³ According to the project team, this process was equivalent, during the month of April, to an almost exclusive engagement (90%) of 1 professional staff member in this responsibility and to partial engagement of another professional staff member as well as a considerable time allocated by the TNCDB Head to oversee the process

¹⁴ This is the case, for example, of beneficiaries who only attended (maybe partially) one of the two workshops. During the e-survey phase of the evaluation, some of them contacted the project team to indicate they believed they should not be engaging in responding to the survey as they felt most questions were directed to government officials who acted as focal points for the project (i.e. those who engaged in the design of project or other key stakeholders who were expected to actively provide inputs through the SPR process).

There is a relatively good diversity of types of respondents considering the actual profile of the population: the majority of the beneficiaries were government institutions' representatives as is the case for the survey respondents (59.1%). There is a higher level of participation of men (63.6%) than women (36.4%). The survey respondents participated in the core activities of the project. The sample however has a lower representation of participants that were involved in the regional workshop (4.5%).



Reporting Phase

Step 5: Data Analysis

Once data was collected through document review, interviews and e-survey, it was analyzed using the triangulation method as described above.

Step 6: Draft and Final Report

On the basis of the analysis, the draft evaluation report was developed through which the evaluation consultant will share the initial findings—backed by evidence—conclusions, and recommendations with UNCTAD and EMU representatives for feedback. To present the qualitative information, the evaluation consultant uses a simple, straightforward and efficient benchmark:

- All respondents said...;
- The majority of respondents said... (~ more than 75%);
- Many respondents said... (~ more than 50%),
- Some respondents said... (~between 25 and 50%),
- A few said... (~ less than 25%); and

- One respondent said... (Although this is used only when quoting a respondents which reflects a trend in opinions.)

Based on the full evaluation of the project, recommendations are outlined by evaluation criteria. Approximately two weeks after the draft report has been submitted, UNCTAD and the EMU will provide feedback, comments and questions. The evaluation consultant will then integrate relevant feedback and submit the final evaluation report.

2.3. Challenges and potential limitations

Normally, available resources and timeline are the most important constraints to an evaluation process as they define the scope of the exercise and oblige the evaluation consultant to stay within the boundaries defined in the ToRs. These types of constraints in the present case had to be considered as the budget for this evaluation is quite small. Thus, the limits of the evaluation's scope have to be made clear: only a limited number of Skype/phone interviews conducted (i.e.: 12) in addition to the two day Geneva and two day Paraguay field missions; short analysis and writing period leads to a shorter than usual evaluation report, without however compromising the quality of the content of the report.

The availability of *relevant* stakeholders has been the main challenge to tackle in the course of the evaluation. First, to be in line with the participatory approach described above, the evaluation's lines of inquiry targeted representatives from all relevant organizations and sectors in all countries involved; private sector and NGO representatives were to some extent underrepresented in their participation in the lines of inquiry. The private sector representatives' participation in the survey was satisfactory but only a limited number of interviews were conducted with them (3). As for the NGO representatives, one participated in the survey and none has been interviewed.

Second, a small percentage of stakeholders that have participated in an important manner in the Project were unfortunately not reached and hence, some issues were not fully addressed as a result. Third, a low response rate to the e-survey affected the representativeness of data and information collected through the line of inquiry.

Under these circumstances, it is important to mention that while the present evaluation was taking place, another UNCTAD evaluation was being conducted at the same time. The latter evaluation had a broader coverage of UNCTAD's sub-programme 3- International Trade, of which UNCTAD's work in the areas of services is only one of the thematic areas to be evaluated. Some of the other evaluation's beneficiaries were the same as the ones involved in the SPR evaluation, although in a relatively small proportion. Change in government (beneficiary leaving the previous position) might also be a reason explaining the low level of response. Thus, it may be assumed that these effects were the results of external factors or a beneficiary exhaustion more than a lack of interest or buy-in concerning the project and its results. In any case, the triangulation process of the evaluation served to somewhat minimize the effects of these constraints on the results. The reader will notice that more weight than usual has been put on the qualitative information collected through the interviews and field visits.

Measuring Trade Related Technical Assistance and Capacity Building (TRTA/CB) and its medium and long term impact is not always a straightforward task, especially as some activities and deliverables have been finalized some time ago—some respondents do not always recall the specific project activities. Hence, the present evaluation intends to use beneficiary and stakeholder feedback to assess first their level of satisfaction with the TRTA/CB they received and second the extent to which they have/will use the SPRs and their content in relevant work circumstances and contexts.

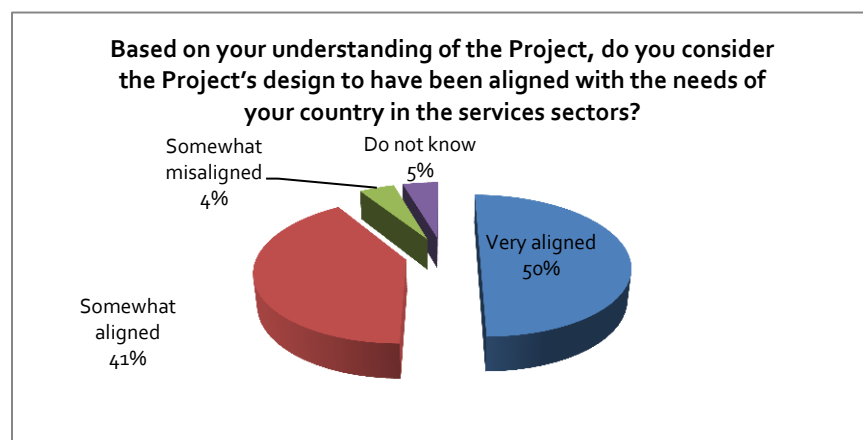
3. FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

The present section is the core of the evaluation report. It provides the findings derived from the analysis of the data collected during the evaluation process.

3.1. Relevance

Do the Project design and the choice of activities and deliverables properly reflect and address the needs of the beneficiaries?

- In the majority of cases, the project's design and results were well aligned to the beneficiary country needs as well as with the mandates of UNCTAD and the objectives of UNDA.
- There were some minor communication/language issues which did affect the relevance of the documents produced for the beneficiaries.
- Gender aspects were well integrated in the project.



Beneficiary involvement in the design of the project

As demonstrated by the above figure, 91% of the survey respondents mentioned that the project design was aligned with their country's needs. One of the reasons why the responses are positive is that the project's design was based on previous

consultations with some of the beneficiaries. Another reason is the fact that the beneficiaries were highly involved in the selection of the services sectors to target in the project as well as the selection of consultants that would develop the SPRs¹⁵.

On the other hand however, although globally, the SPRs were considered by the majority of respondents to have captured the key issues in each targeted service sector, a few respondents did mention that the sectors selected were those in which big national companies were involved, a situation which left some of the smaller players out of the scope of the project. These respondents hence considered that the selection of the targeted service sectors was weighed in favor of the interest of the bigger companies. The selection of the sectors were done jointly by the

¹⁵ The government representatives in the project were largely involved in the selection of the consultants: they usually were asked by UNCTAD to provide a preliminary list of consultants of which the management team would shortlist a few names. The final decision was taken jointly by national government representatives and UNCTAD.

country and UNCTAD. The potential importance of the sector in the national economy was the main selection criterion. The potential overlap with other, existing studies, was also another criteria considered.

Generally speaking though, using data collected through the larger proportion of interviews and the document review, it can be stated that key issues linked to both bigger and smaller companies were taken in account in the majority of the SPRs and in certain cases, SPRs even contained specific recommendations regarding the need for design of specific policies targeted at services SMEs.

In Paraguay, the government had put together a National Forum on Services, under the coordination of the Ministry of Trade and Industry, which predated the project. This first demonstrates that the project was relevant to their needs (in fact, the 4 services sectors selected for the project's intervention in Paraguay project were the results of discussions that took place in the forum). In addition, secondly, this increased and will increase the chances of the results reached through the project having long(er) term benefit for the country. Indeed, the forum will remain a strategic platform in which the SPRs can be discussed and its recommendations

During the evaluation process, the *main question* discussed surrounding the selection of the services sectors was how many to include to best respond to the countries' needs. The project limited the number to 4. Some thought that this was too many and that the SPRs and activities were not able to go into sufficient depth for the results to be fully useful, while others (less) would have wanted to integrate extra sectors through a more macro/strategic approach to policy enhancement. The scope of the present evaluation does not allow to weigh on the question. However, the management team had to decide and it seems that the limit of 4

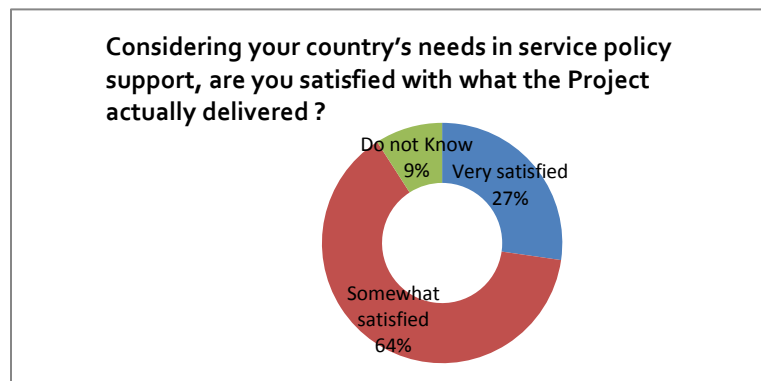
services sectors was appreciated by the majority of respondents. The fact remains that when more sectors are added, the consultants' teams in each country need to be amplified to make sure the needed expertise to address the additional sectors is present. Thus, this entails more budget and a bigger project.

Communication

In addition to properly reflecting and addressing the beneficiary needs, the project also responded well to a larger set of stakeholders' needs as the SPRs were made widely public (mainly to their publication on the UNCTAD website and their presentation during regional and international events). Indeed, some respondents mentioned that having access to other countries' SPRs was interesting and informed their own information and curiosity needs.

Finally, although the project management team pointed to the fact that beneficiaries and consultants received information about the methodology, objectives, scope and activities of the project during the design phase of the project and during the workshops, for some respondents, at first, the objectives of the project were not fully clear. Many respondents were not aware of the big picture until their full involvement in the first set of activities. Another point in that sense is the fact that some consultants only fully understood their role in the project after a few weeks. For these respondents, it would be important to really explain in more depth the context of the project and to define beforehand the roles and responsibilities of all stakeholders.

Project delivery and needs



As the figure above demonstrates, the respondents were satisfied with the service policy support and its alignment with their country's needs. This finding is also generally supported by the qualitative information collected. This is quite logical as to be a beneficiary country of the project, an official demand had to be

provided to UNCTAD. The process was usually done through the countries diplomatic missions in Geneva although for others, the demand was provided through the direct link between the governments and UNCTAD. Thus, this high level of satisfaction can be partly explained by the fact that the project was demand driven. The quality of the results reached explains the rest; this will be further discussed below in the effectiveness section.

Language

In LAC, although the general level of satisfaction was high as demonstrated in the feedback documents on the activities sent to the evaluator, one factor rendered the SPRs somewhat less relevant for many of the beneficiaries: the fact that the final documents were first published in English and not in Spanish. This could potentially affect the actual implementation of the recommendations. It is to be noted that the intermediate drafts of the SPRs were provided in Spanish for the first workshops. In addition, normally, the executive summary was translated (but not the whole document. One SPR is being translated using regular budget from UN (biennium budget, not the project's budget). It is expected that the two other countries will translate the document through their own means but the evaluation was not able to verify this as for now, they have not yet been translated. It is planned that the two other LAC SPRs will be translated through the regular budget, if the country does not do so. The main reasons why the SPRs were not provided in Spanish are:

- The documents were meant to be made public and accessible to the widest possible audience which is favored by the use of the English language. In fact, in certain cases, previous SPRs were used to present the project to other countries;
- In terms of efficiency, considering the fact that UNCTAD does not have "official" translators nor editors of Spanish documents, the timeliness of the final SPRs might have been compromised if the draft version would have been in Spanish;
- The project did not have sufficient funds allocated for translation and using external translators would have been too costly.

However, the project manager and the team made every effort necessary for all communications to be in Spanish and the sole fact that the consultants were directly from the country helped in this sense.

Peer review

The peer review work conducted by the UNCTAD staff provided useful feedback according to the majority of consultants). A few did mention however that although the advice provided was valuable, it sometimes was quite theoretical and a little maladapted to the national and regional contexts. These respondents felt that the advice was less practical and more "academic". They felt that although interesting and substantiated, the advice was sometimes harder to apply in the "real world" decision making. This was counterbalanced by the fact that the consultants actually conducting the SPRs were nationals and could ensure the feedback was adapted to the circumstances in which the SPRs were being developed.

Do the project design and the choice of activities and deliverables take into account UNCTAD's mandates? Are the project design and the choice of activities and deliverables aligned with the objectives of Development Account?

The project design and the choice of activities and deliverables are well aligned with UNCTAD's mandates. Also, the project was well aligned with the United Nations Development Account's (UNDA) objectives.

As the project targeted the services sectors, the activities and deliverables were in line with UNCTAD's current mandates in terms of areas of work in its sub-program 3—International Trade. In addition, it is felt by many respondents that as UNCTAD is a knowledge generating institution, working on the policy aspects of the

beneficiary countries, the project is logically structured in the institutions *raison d'être*; this is where UNCTAD can make a difference.

In the TNCDB, previous, similar work (more than 40 country and regional services assessments) had been accomplished with relevant and interesting results for the stakeholders, the proof of this being that one of the countries involved in this project had benefited from the first round of SPR development back in 2009-2011. This country requested a follow up to the first endeavor as the results were considered very important to them. The branch hence has the right tools to implement this type of projects.

The project's innovativeness (i.e.: SPRs) responds well to the idea that UNDA projects are usually considered as "seed funding" to support new ideas. In addition, as usual, the Project went through an extensive selection process at the UNCTAD level before being transferred to the UNDA. After the pre-selection, the UNDA itself screened the projects received and different UN agencies' proposals still needed to compete amongst each other for a limited number of approved projects. Extensive negotiations and discussions went on in the form of back and forth between the UNDA and the UN agencies to adapt the projects to meet the UNDA's requirements and to improve the project's plan and design, until a final selection is done¹⁶. The UNDA's projects, through each project cycle called tranches, are classified by regions and all together, they have to cover "all regions of the globe". In that sense, as the SPRs project covered quite a few countries in Africa and LAC, its geographical coverage was also aligned with UNDA objectives.

To what extent the design and implementation of the project incorporated gender concerns, and can outcomes be identified in this regard?

Concerning the participation of women, the information is available in its raw state (list of persons present), and for the majority of the events, the reporting disaggregated the participation levels by gender (except for the regional events). Additionally, a majority of respondents contacted through interviews mentioned that they were satisfied with the level of participation of women with some mentioning that there were more women than men involved in certain activities. This is an interesting point to consider. However, as demonstrated in the data above (36.4% of the survey respondents were women), at least in terms of participation in the evaluation process, more men than women have contributed. It is to be noted that some women involved in the project had high level decision-making positions. It is also important to note that the UNCTAD management team made efforts to generate women participation in the project but that to a certain extent, they only had partial control over this aspect of the project as they adopted a participatory approach to the implementation.

As for the SPRs themselves, the majority take into consideration specific gender aspects of the services sectors addressed. The integration of the gender issue ranges from considerations about how the service sector in general are intertwined with women employment; pointing to areas where a specific service sector needs support to make sure it becomes more gender sensitive (e.g. accountancy, Bangladesh; construction, Paraguay); or to mention that the service sector is gender "friendly" (e.g.: tourism in Bangladesh and Nicaragua). The issue is addressed more explicitly in some SPRs than in others but generally speaking, the topic is addressed in a satisfactory manner.

Recommendations

- ***It is recommended that future similar projects ensure that all SPRs and official documentation emanating from such projects be made available in the language of the country in which the documents are produced, by providing sufficient funding to edit and translate the studies externally. Indeed, to ensure the relevance***

¹⁶ It is during this "back and forth" that the first months of implementation of the project got delayed.

of the SPRs for the beneficiaries, the documents should be produced to facilitate follow-up and implementation of policy advice proposed by UNCTAD. Thus, if they are in the language of the beneficiary country, there are more chances that this follow-up will be done.

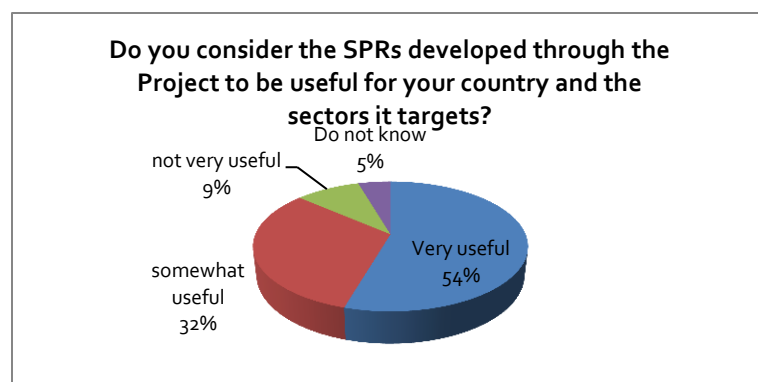
3.2. Effectiveness

- The quality of the work accomplished and the results reached (SPRs, workshops and study tours) were satisfying to the majority of the stakeholders.
- The SPRs are useful for the beneficiaries in many ways. Data points to the fact that the project and the SPRs are starting to positively affect the targeted services sectors' policies.
- Some delays in implementation led to a reduction of targeted number of countries and to an increase of efforts in each country.

Have the activities achieved or are they likely to achieve planned objectives as enunciated in the project's logframe and produced beneficial results?

To better assess the effectiveness of the SPR project, the evaluation used extensively its logframe and EAs. The logframe itself was relatively well developed. There are some issues in the actual wording of the EAs in the sense that they are too complex and encapsulate more than one idea at a time. The example of the first EA is demonstrative: "Enhanced and holistic understanding and capacity to analyze formalities (policies, regulations, institutions and various forms of private and state provision of services) of national services sectors and effective approaches to advance their development." This 3 line EA intends to capture both the understanding of formalities and the capacity to analyze them. It also points to the approaches to advancing the formalities' development. There are hence three elements in the EA. Also, we do not know whose understanding and capacity to analyze we are referring to. The formalities should not be defined directly *in* the EA statement but rather in a footnote or in the previous text in the document accompanying the logframe.

The indicators on the other hand are well designed: simple, they help measure to what extent the EAs have been reached. For the first two EAs, it might have been interesting to add one or two indicators. Finally, concerning how the activities are linked to the EAs and to what extent they help achieve the EAs, the logic is solid and demonstrates the straightforward but adaptable approach to implementing the project.



The SPRs are seen by the majority of the respondents (86%) as being useful for the targeted sectors. For many of these respondents, the document is understood as a diagnosis of the current situation, which closes on a forward looking recommendation section. For these beneficiaries, the document helps identify the issues facing the sectors and point to potential solutions and actions to be taken to tackle the issues. The large majority of

respondents were satisfied with the quality aspect of the SPRs. Nevertheless, there were a few comments linked to doubts about the quality of the SPRs and/or of the consultants—all the more in very technical services sectors

in which expert consultants were difficult to find. In certain circumstances, as the technical aspects of the services sectors targeted were considered sharp and precise, certain beneficiaries representing the sectors felt the details in the SPRs were not sufficient and sometimes incorrect. These concerns were usually voiced during the second national workshops and the consultants tried to integrate them as much as possible in the documents but it quickly became difficult to satisfy everyone. Notwithstanding this fact, depending on the country, the size of the consultant team and the nature and number of services sectors integrated in the process, generally speaking, the consultant teams' expertise was sufficient to accomplish the work asked of them. Additionally, as already mentioned, the peer review and the feedback from the beneficiaries helped ensure that the data integrated in the SPRs were correct, useful and relevant.

SPRs: publically accessible

Some of the respondents pointed to the fact that, from their point of view, a few issues linked to the targeted services sectors were not addressed as some stakeholders did not want these issues to surface in the public domain through the publication of the SPRs. This question can be split in two:

In Paraguay, the private sector representatives interviewed showed more openness to sharing their data with and "filling out administrative forms for" the government as a result of the study tour in which they participated. Indeed, they understood that making more information available, in a regular environment, would benefit them in the end

- Firstly, although a minority of respondents mentioned that the fact that the SPRs would be made publically available did lead to some stakeholders being reluctant to share information, this does not seem to have been a major issue at the project level.
- However, secondly, in certain circumstances, this fact did create an ambiance in which the stakeholders were more careful with the data and information provided by/to UNCTAD and the national

consultants involved in the development of the SPRs. For example, sections of the *draft* SPRs were heavily commented²⁷ by government representatives or data and information presented through the workshops were disputed by some of the stakeholders present. This was mainly linked to the regional/international image the countries want to show; if the data presented in the SPRs showed a negative picture of the sectors, things became delicate in certain context. The second workshops were, after all, conducted to validate the information contained in the SPRs. Whether there were extensive comments or disputed data during these workshops, UNCTAD, with some support from the consultants, had the last say on what was integrated in the documents or not, which ensured a transparent and engaging work they conducted. Thus, a few issues discussed during the workshops did not make it to the final version of the SPRs.

The fact remains that the idea of making the SPRs public was present from the beginning, during the design phase, and was/is considered as an important goal and added value of the project. Indeed, in addition to supporting the beneficiaries, the SPRs are meant to be used by any individual or institution interested in either the methodology used or the content of the documents themselves.

Data, statistics and how the SPRs are used

The data collection phase for the SPRs itself was an important aspect of the project. One interesting result that came out of this process was the fact that many countries discovered that they actually had a data and information gap that needed to be filled. By trying to inform the content of the SPRs, the stakeholders became more aware that the reason why things were not moving forward in a satisfactory manner in their services sectors was because they could not take decisions based on reliable statistics and data. Normally, the respondents that

²⁷ Some respondents depicted this heavy commenting as re-writing the sections of the draft report.

dealt with data and statistics seemed to already have the needed capacity to manage them and did not require training from the project. In government institutions, this also seemed to be the case. The issue is rather linked to the willingness of certain stakeholders to share data between each other (private sector and public sector or between governmental institutions themselves). The project, through the workshops, did help mitigate this issue to a certain extent (see story box).

Also, the idea of generating more data from primary sources came up many times during the interviews and in the survey results (e.g.: using surveys to generate data on trends in the services sectors). What is meant by collection of primary data is the process through which the project itself would generate the data and not only use secondary data (e.g.: governmental and UNCTAD statistics which are usually quite accurate but sometimes a little outdated or not directly linked to the specific service sector targeted and the sub-themes addressed by the SPRs). This would require more efforts from the consultants and hence more funds would be needed for the project implementation but more precise conclusions and recommendations could be distilled from the SPRs processes.

The respondents that participated in the study tours with whom interviews were conducted, mentioned that they realized the importance to systematically and permanently collect data and information for each targeted service sector.

In terms of how the SPRs are used, here are a few examples of the respondents' answers:

- As advocacy tools, to sensitize national stakeholders: for many countries involved, the services sectors are generally regarded as being less important than that of the goods sectors. Hence, the SPRs are used as evidence that the services sectors are also important for the national economies. They were also used in the regional workshops and study tours and even international context to demonstrate what the country is doing and what it needs to do to enhance the vitality of the targeted services sector. Concerning the latter point, many respondents mentioned that their countries had presented or at least discussed the SPRs during the Global Services Forum held in Beijing China on May 28th and 29th 2013¹⁸ at the Ministerial Level, as well as during the Multi-year Expert Meeting on Trade, Services and Development, held in Geneva since 2011, including the last one held from May 11th to May 13th 2015 (where all the findings and recommendations of all SPRs were presented and discussed and more particularly the Paraguay and Bangladesh SPRs were launched)¹⁹. The ministries, agencies and institutions involved have also benefited from more exposure thanks to the SPRs and the project in general;
- As guiding/reference documents, for example for trade negotiations both bilaterally and in the World Trade Organization (WTO) context, e.g. LDC preferential market access collective request and negotiations. Even multilaterally, at the regional level, the project's effort helped attract attention to trade negotiators on the fact that the services sectors need to be taken into consideration;
- To improve services policies and strategies (e.g.: National Export Strategies [NES] or national development/strategic plans/legislature and industry development initiatives). For many of the countries involved, the services sectors selected are dynamic but they are not well regulated (i.e. there are some legislative gaps). As depicted by a respondent, they are "...trying to implement modern recommendations (from the SPRs) in the context of an obsolete legal framework." Hence, they need to update the latter to be able to effectively implement the SPRs' recommendations;

¹⁸ <http://unctad.org/en/conferences/gsf/2013/pages/Programme.aspx>

¹⁹ <http://unctad.org/en/pages/MeetingDetails.aspx?meetingid=646>

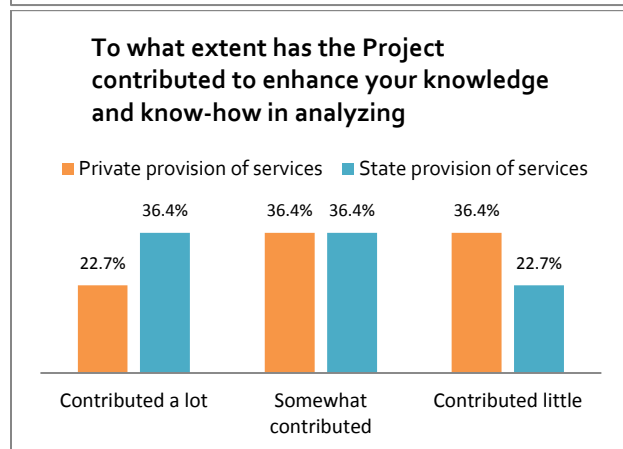
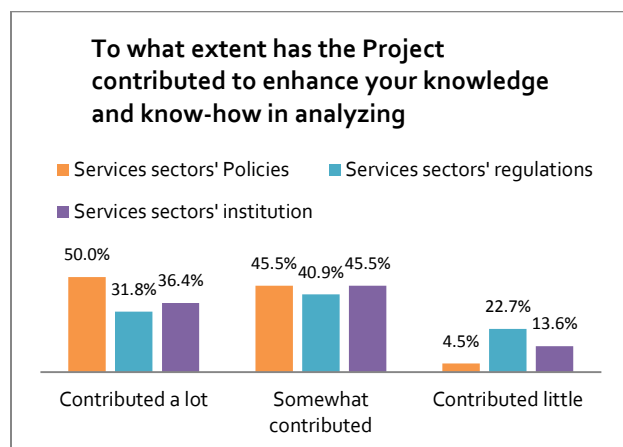
- To develop other SPRs in other sectors or more detailed studies in the same sectors. Also, for in-depth sectoral studies, the document can be used as a basis. These two ways of using the SPRs and the project's methodology will largely depend on availability of funds and on the political will of the decision makers.

Considering the above, one point that needs to be considered to make sure the SPRs remain useful is its dissemination among the relevant stakeholders. There was an important concern among many respondents that the document would not be read by those who would need to read it to make sure it would bring positive change for the countries (policy makers and decision makers at the highest levels in the targeted countries). Normally, these senior government officials have little time to get acquainted with detailed information and data such as SPRs. In certain situations, they have their own priority and focus linked to their work and the documents are not always aligned with how they see things. However, the SPRs can always be used as reference documents as mentioned above. Hence, although UNCTAD worked hard to disseminate the documents, more efforts are needed in that sense, especially by national stakeholders involved, in cooperation with UNCTAD staff, to disseminate the SPRs findings, recommendations and action plans.

Expected Accomplishments

EA1 Enhanced and holistic understanding and capacity to analyze formalities (policies, regulations, institutions and various forms of private and state provision of services) of national services sectors and effective approaches to advance their development.

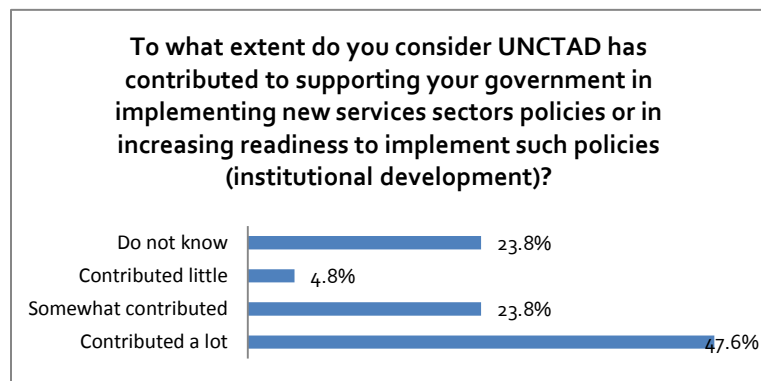
Africa is on the verge of starting negotiations on the Continental Free Trade Agreement (CFTA). Lesotho and Rwanda want the services sectors to be included in these negotiations. In the CFTA, Lesotho might not be able to compete with South Africa or Kenya in terms of goods, but in services, they might have some leverage in the negotiations.



The above figures demonstrate positive responses to the questions raised. However, it can be noted that in the fields of Services sectors' regulations (22.7%), Private provision of services (36.4%) and State provision of services (22.7%), some respondents did consider that the project only contributed a little to the enhancement of their

knowledge and know-how. Nonetheless, through both interviews and qualitative answers in the survey, examples were collected of a few respondents using their newly acquired knowledge in the development of other policies in other sectors, which is a good sign that they are using their enhanced capacities. In terms of the methodology, many respondents stated that the basic Strengths, Weaknesses, Opportunities & Threats (SWOT) tool, the desk study diagnosis, the multi-stakeholder consultations, the analysis involving interlinkages between issues, etc. were all useful, that it clearly supported the SPR project results and that they would continue using them.

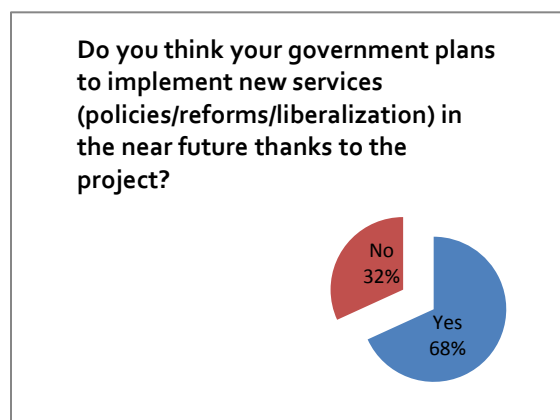
EA2 Enhanced policies and processes for informed decision-making and harnessing the sector's development benefits.



The figure above demonstrates that a little more than 70% of respondents considered that UNCTAD contributed to supporting their government in implementing new services sectors policies or in increasing readiness to implement such policies. During the interviews and in their qualitative answers to the survey, a few respondents

mentioned that the level of details of the SPRs were relatively insufficient to really develop services sectors policies. Some point to the fact that relevant stakeholders (i.e.: policy makers and decision makers) still need to be sensitized before any actual changes can be seen.

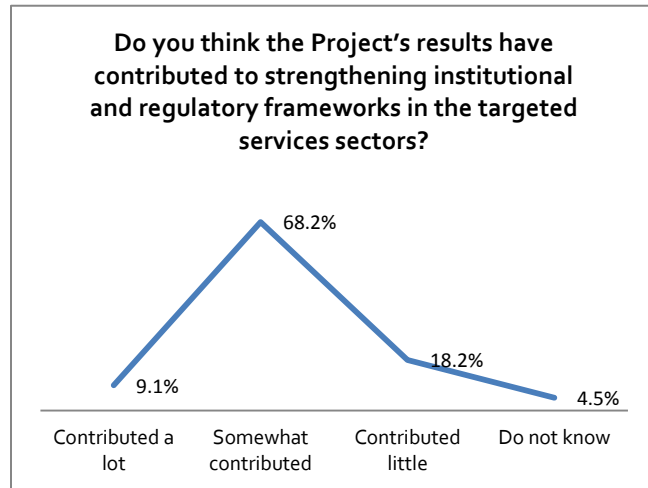
From the figure above, it is to be noted that 23.8% of respondents pointed to the fact that they “did not know” if UNCTAD contributed to supporting their government in implementing new services sectors policies or in increasing readiness to implement such policies. 60% of those that answered they did not know were representatives from government institutions. Many mentioned that they did not have the answer as they were not taking the decisions. Others also mentioned that it is dependent on too many factors at the moment.



The main reason explaining the high level of respondents who answered “yes” (68%) to the left side question is the fact that the work accomplished through the project was aligned with the priorities of and was relevant for the countries involved. However, the result statement EA2 was *formulated* in a somewhat ambitious way as it is hard to envisage that policy level changes can take place in such a short period of time. This is the reason why the question asked if the government “plans” to implement new policies. In addition, although some policy enhancement can be attributed to the project, many other factors affect these types of changes, the most important of which is politics. Thus, at the policy

enhancement level, when we are referring to issues hindering the countries’ ability to move forward, many respondents pointed to internal national obstacles such as heavy bureaucratic procedures. Although in the majority of cases, directors, vice ministers and even ministers were involved in the project to some extent, and even while considering the fact that the project management team made many efforts to make sure the relevant participants were involved, a few respondents did mention that more high level decision makers should have been involved in the project to make sure the project would reach this EA. Notwithstanding this fact, some respondents

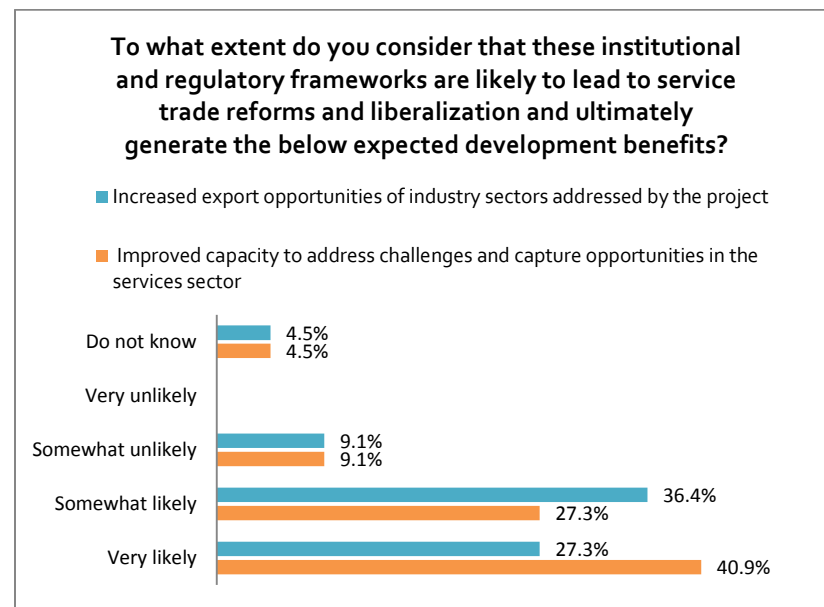
stipulated that the SPRs can now be used in the political arena to render more informed the debates and decision making. This is all the more true for these respondents as UNCTAD has the reputation of being neutral, transparent and impartial. Hence, the SPRs developed through an UNCTAD project has the advantage of accuracy and objectiveness in political debates.



For many respondents, the project's results did contribute to institutional and regulatory framework changes in the sectors. The workshops, both national and regional, were really appreciated. They were seen as great opportunities to develop the SPRs for their countries but also, to exchange with the relevant stakeholders with different backgrounds which helped strengthen the institutional frameworks. If anything, many respondents mentioned that one or two more workshops would have been beneficial. Indeed, many times, the workshops and the project in general brought representatives from diverse sectors and milieus around the same table and for

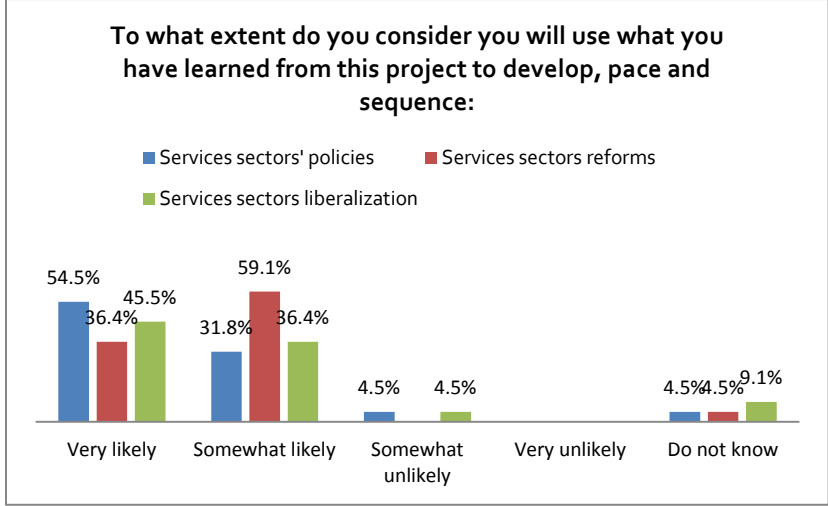
the least, helped develop a network of relevant stakeholders which then helped/will help define an acceptable institutional and regulatory framework for everyone.

Nevertheless, for the majority of the respondents, the main issue in the project was that there was a lack of emphasis on the *actual implementation of the recommendations emanating from the SPRs*. For many respondents, although the project has contributed to the increase in knowledge and awareness of relevant stakeholders and even introduced changes in the policy and regulatory environments in certain countries, the tangible results in the implementation of the recommendations from the SPRs are still lacking because the project did not have a component in which the implementation aspects of the recommendations would be addressed. This issue is further discussed in the sustainability sub-section.



A large majority of respondents have a positive view on the question above as the figure demonstrates. However, some respondents mentioned it is hard to predict the effects of advances of the institutional and regulatory frameworks.

EA3 Enhanced capacity to develop, pace and sequence national policies, reform and liberalization for supply capacity-building and strengthened institutional and regulatory frameworks to help ensure that services trade reform and liberalization generates the expected development benefits (i.e. increased competitiveness of economies and increased export opportunities, improved access and affordability of quality services).



A large majority of respondents consider that they will most probably use what they have learned to develop, pace and sequence policies, reform and liberalization. This is an interesting result as some respondents mentioned liberalization of the targeted services sectors as being a priority for their country. A few others addressed the fact that the policy reforms must follow up with the liberalization process.

What were the main factors influencing the outcomes of this project (negatively or positively)²⁰?

The Study tours

Of the 4 survey respondents who participated in the Study tours, 2 considered they were “very useful” and 2 “somewhat useful”. Considering the qualitative explanations of why the participants found the study tours useful, the main, simple point was that they made available, examples of what other countries in the region are doing to stimulate economic growth and organize logistical coordination in the targeted sectors. The participants recognized the value added of the other countries’ approaches and felt they could adapt them to their own contexts if given the opportunity to do so. It was also interesting for them to see that not everything was going perfectly in the host countries. It was to a certain extent reassuring for the beneficiaries to see that it is normal to encounter certain types of obstacles. This also made evident the wise choice of which would be the host countries: in addition to being in the same region, although the host countries may be more advanced than the beneficiary countries, as a respondent mentioned, they are not The Netherlands neither (meaning, the gap between the host and the beneficiary was not *too* wide.)

Effects of the misalignments in cycles on reaching results

²⁰ This question is also addressed throughout the report in specific contexts.

One of the main factors influencing negatively the project's outcomes were the delay in delivering the funds at the beginning of the project, the refusal to extend the funding beyond the end date of December 2014 and the fact that in certain circumstances, the expenditures could not be undertaken in January of each year (due to the preparation of the annual budget)²¹. Because of administrative procedures and some preliminary exchanges between the UNDA and the project management team to come to an agreement on the design of the project, the timelines between the project's start and the cycle of DA project funding' was misaligned. This led to longer than expected delays in the actual project start—almost a year. This delay issue was compensated by a year extension to the project's implementation to ensure that the original time frame of implementation would be used. However, during the project's lifecycle, other delays were generated because, amongst other things, of the complicated consultants' recruitment processes (see below) and delays in the decision-making by beneficiary governments as well as the regional cooperation partners in connection with workshop dates and joint activities. In that sense, the project management team asked for further extension but the request was denied. The main reason why this extension was refused was because *it was considered by the UNDA* as a second one, taking into consideration that a year already had been added to the project timeline. This hindered the management team's ability to reach all of the 10 targeted countries, thus the agreed reduced target mentioned above. With the addition of the second national workshop and the UNCTAD desk study, in retrospective, and although there were no comparison groups in which these additional activities did not take place, it still seems that targeting somewhat less countries and working in more depth with the stakeholders generated better results. As already mentioned, the second workshop was really appreciated by respondents and allowed the beneficiaries to discuss and agree on the content of the SPRs. Data²² points to the fact that the more countries are involved in such projects, the less actual changes will be noted in the countries.

Other factors (positive and negative)

A challenge faced by some respondents—from UNCTAD, partners and beneficiaries—affecting the smooth implementation of the project was the fact that the approach and the whole project in itself was new for them. Some adaptation, as mentioned, and the required learning curve took slowed the implementation process at the beginning. However, this challenge was relatively quickly resolved.

One of the success factors was the fact that all activities generated “multilateral exchanges” and not only from one side to the other (i.e. not unidirectional). All participants learned from the others and vice-versa, including UNCTAD with the implementation partners.

One challenge faced in certain circumstances was when service sector stakeholders were in a conflictual context among each other. Usually, this was the case between the private and the public sectors. For example, a situation in which a service sector union group not agreeing with how the government/ministry is handling a particular situation will be reluctant to work with the latter even in the context of a neutral project such as the UNCTAD SPR project. This sometimes affected the level of participation in the activities or rendered the latter less effective and efficient.

Finally, it is to be noted that a few consultants interviewed made allusion to the fact they would have appreciated a little more communication and support from the UNCTAD team. Indeed, *in specific situations*, these respondents mentioned they had felt as though they were left on their own in implementing the projects in their country. They would have appreciated more follow-up support from UNCTAD. However, the majority of the other respondents,

²¹ To cope with this challenge, funds from other projects had to be used in January and reimbursed afterwards, adding to already heavy burden of the administrative tasks associated with management of DA projects.

²² Interview with stakeholders and discussions with the EMU and project management team.

comparing with previous work they had done with different development institutions, pointed to the fact that UNCTAD was more supportive. It was also felt that even though an agreed upon work plan was included in the TORs for the consultant, *because some delays were encountered in the development of the SPRs*, a lot of pressure was put on them to deliver the documents in a short period of time. These consultants mentioned that at the end of the process, they had to “sprint” to finalize the SPR.

Recommendations

- *It is recommended to set the necessary context (e.g.: increase in funds and project implementation timeline) to allow for the collection and use primary data for the development of the SPRs as this would increase the level of usefulness of the documents' recommendations.*
- *It is recommended that the beneficiary national government, with the potential continuous support from UNCTAD, continue making sure that the SPRs are disseminated to the largest audience possible, nationally—in the countries' languages. This would support the implementation of the recommendations as stakeholders would be increasingly sensitized to the services sectors' importance to the national economies. This dissemination process could take the form of a diffusion strategy and a launching event for the SPRs during which high level decision makers would be present.*
- *For the beneficiary countries, it is recommended to use the SPR methodology to apply it to other sectors and to engage actively in the diffusion strategy*

3.3. Efficiency

- The project was efficient in many ways. With a relatively small budget, the project management team was able to accomplish many results.
- Generally speaking, the activities and the results were delivered on time.
- However, some administrative issues were faced during the selection and management of the consultants hired to conduct the SPRs which affected the project's ability to reach some of its targets.

As a reminder and for the benefit of better understanding this section, the projects' main outputs are as follows:

- Eight service policy review (SPR) studies (Lesotho, Rwanda, Uganda, Bangladesh, Peru, Nicaragua, Paraguay), including Jamaica (whose services policy review was included in the trade policy framework study).
- 14 national workshops on services policy review (two per country);
- Two regional meetings: one for Africa and one for Latin America;
- Four study tours for Lesotho, Uganda, Nicaragua and Peru; and
- Commentary and consultations with services policy makers on Colombia's services white paper

In Asia, for reasons discussed above, instead of working with three countries, only one (Bangladesh) was targeted. Additionally, the regional event planned in Asia was finally not implemented as only one Asian country was involved in the project.

Have resources and funds been used efficiently, leveraging in-house expertise, previous interventions and other resources to optimize the project outcomes?

Management

Generally speaking, a large majority of respondents mentioned that the results reached clearly outweigh the financial and human resources invested in the project. For these respondents, the cost-benefit ratio is low.

The project management team's structure was itself a success factor in terms of efficiency. The team was composed of UNCTAD staff working in sub-groups and coordinating activities in a certain number of countries with management support and supervision from the head of the TNCDB. These sub-groups brought together different expertise to essentially address all aspects of the sectors targeted. As mentioned above, the management team increased its efficiency during implementation as there was a learning curve in the assimilation of the new SPR approach. However, the latter was quickly integrated in the implementation process. It was important to do so considering the fact that for some countries, up to 4 services sectors were selected which meant the coordination became quite complex with the panoply of stakeholders involved which were from many different horizons (public & private sectors, NGOs, etc.) The levels of satisfaction of the respondents depicted above proves that throughout the implementation, the coordination and communication efforts of the UNCTAD team paid off. In fact, some respondents mentioned that UNCTAD is recognized, compared to other institution, for its efficiency.

To a certain extent, the majority of the team members were working on all and every aspects of the project implementation although in terms of countries with which they worked on, things were more clearly determined (the team members were generally assigned a country). This worked out pretty well during the implementation of the present SPR project. However, this aspect of the institutional set-up of the implementation team and sub-groups can be seen as a two-edged blade: in certain circumstances, it was felt that it might have been better to make sure the team members' roles in managing the implementation of the different countries' activities were clearly differentiated. Usually, the expertise, assets and experiences of the different team members defined their roles in the teams. It is to be mentioned that there was some staff turnover, for one reason or another, involved in the sub-groups which did affect minimally the coordination of these groups.

On the other hand, implementing this UNDA project was not the only task of the involved UNCTAD staff, as is the case for the majority of the work they accomplish. Thus, the sub-groups' members sometimes supported the others in the activities they had to implement if the others were too busy. This can be seen as a flexible team composition in which the members can be interchangeable.

Leverage

The project was able to leverage in-house expertise without additional cost by involving UNCTAD staff²³ that fall outside SPR project management team to peer-review the draft SPRs. The staff mainly worked during the little spare time they had and in a relatively informal way. Those involved were experts in the service sector they were reviewing so it was only logical to ask them to peer review the SPRs.

Another interesting aspect of the project that increased the efficiency of its implementation was the fact that there was a good cost sharing approach (mainly in-kind), both with implementing partners and with beneficiary governments²⁴. Thus, much of the project's budget went into content—paying the consultants and to the organization of the workshops—with only a reduced portion used to facilitate travels of staff, and of participants to regional workshops and study tours and general logistics. Some implementing partner respondents mentioned they would have appreciated being more involved in that sense. A full partnership in implementation, through the signing of a Memorandum of Understanding (MoU) from the beginning for example, could have been interesting

²³ It is to be noted that outside UNCTAD staff were also involved in the peer review process.

²⁴ This helped in terms of efficiency but also filled some gaps in terms of in-depth regional and national knowledge.

from these respondents' point of view. The project team mentioned that increasing the engagement of the implementing partners would also have entailed more time dedicated to external coordination, which would have meant less time to do substance work for the project. Hence, using this approach would have delayed the implementation of activities and added to the complexity of the implementation of the project. Nonetheless, the implementation partners were involved mainly in the organization of the study tours and also in the regional workshops and provided venues for the events with some involvement in the peer review process for a limited number of these partner representatives.

It is clear that the project manager and the team made the necessary efforts to implement a portion of the activities in synergies with other projects/institutions. It can also be noted that some work was built on the basis of previous results reached in the context of other projects. An example of this was presented by respondents during the Paraguay mission: a services sector data collection workgroup had been created in the context of a previous World Bank project. UNCTAD project's results are being discussed and used in this workgroup. It is to be noted that some respondents indicated that similar projects to the present one had been implemented by the Inter-American Development Bank (IDB) and UK-DFID. Finally, data points to prior work accomplished through the TNCDB that was used as input for the methodological approach in the project (e.g. SADC and Andean services regional study and 3 SPRs funded by UK-DFID in 2009-2011).

Have the project activities been delivered in a timely manner?

As mentioned above, one of the main issues faced in terms of project implementation was linked to the recruitment of national consultants in each of the beneficiary countries. This was documented in the annual and final reports and discussed during interviews. There was the issue of the availability of experienced consultants in the services sectors selected. In addition, the UN administrative procedures to hire a consultant requires the recruiting office to use its online platform, which was later moved to *Inspira*. The whole recruiting process and the use of online platform was considered by many as being more of an administrative burden than actual support. A more important regulatory obstacle expressed by the respondents was the below market rate daily fee that UN agencies can pay to consultants. This reduced the pool of consultants from which the project could recruit.

The issue of consultant recruitment affected the timeliness of some of the activities as it increased the time it took to actually develop the SPRs compared to what was predicted during the project design phase: the planned time to develop the SPRs was originally 9 months for each country, but the actual time used by the project was one year on average. Unfortunately, this issue is hard to tackle as it is linked to general UN regulations and out of range of the present evaluation.

The delays faced affected the results of the project in another way: the project targeted 7 countries (+ Jamaica) instead of the initial 10. It is to be noted that the SPRs were not developed all at the same time. However, it became clear early in the project implementation that there would be issues in Asia. As mentioned in the project's final report, many factors were affecting the way the project could be implemented in the region:

- Political unrest and UN security concerns;
- Institutional weaknesses and lack of human capacity in potential beneficiary countries; and
- Only one country involved (for the regional event).

Hence, early in the project implementation, the decision was taken to reduce the target of 10 countries to seven + Jamaica and to increase the work in each country (the target was changed in the Memo requesting a budget revision [dated 1 June 2012]). In this context, it is important to mention that the management team showed a good flexible management approach in deciding—to compensate the reduced number of country target—to add a workshop in each country (which was not initially planned but justified and approved by UNDA) and in 2013 and

2014²⁵, to work with Colombia and Jamaica even if these countries were not fully integrated in all of the project's activities.

Recommendations:

- *It is recommended to have a funded administrative staff (for instance by allocating more funds for General Temporary Staff -GTA-) for the implementation of the project which would take care of the day to day administrative and operational details as well as the logistical aspects of project implementation.*
- *To the extent possible, it is recommended to find solutions to the delays caused by national consultants' recruitment procedures, such as increasing daily rates, publicizing vacancy information more in advance and through a wider dissemination channel.*

3.4. Sustainability

- To increase the sustainability of the project's results, more support would be needed to follow-up on *how* to implement the SPRs' recommendations.
- Networking, through the workshops and study tours, enhanced the regional and national institutional strengthening of the stakeholders involved.
- The involvement of all stakeholders was satisfactory and appreciated. This brings the potential for future work on similar themes and approaches as the stakeholders understand the SPR development process "from the inside".

Have the activities been designed and implemented in such a way to ensure maximum sustainability of their impact?

Implementing the recommendations

A sub-question can be paired to the above one: to what extent can the more "theoretical results" reached through the project being evaluated—the SPRs' recommendations—be translated into concrete results for the countries involved—practical, implementable actions to change the way the services sectors are managed—now that the project has ended? For now, some countries are only implementing some of the recommendations in the SPRs. In certain context, the recommendations that have the most chances of being implemented are those that were already being discussed previously, before the SPR project. The latter hence helped reinforce the policy framework implementation process already underway. Many respondents mentioned that a follow up effort would be needed to support the beneficiary countries in developing the needed tools to fully implement the SPRs recommendations. These recommendations all require investment to be implemented and for some, large investment would be needed. Hence an example of a useful tool that could be developed with the support from UNCTAD and that was many times discussed during the evaluation is an action plan in which clear steps would be defined for the implementation of each recommendation. This action plan would include a costing of this implementation and a mapping of the potential sources of funding in each country context as well as an indication of which institution would be responsible in leading the implementation of each of the recommendation. Support from UNCTAD or other development partners to help some of the countries implement the action plan could be required but for others, this support would not be necessary as the institutions involved would be able to do so

²⁵ UNCTAD, 2015. *Final Report, 7th Tranche Development Account Project*. Footnote p. 2.

themselves. Others also mentioned that it could be interesting to follow up on the effects of the project in the medium term and to eventually take this occasion to update the information and data contained in the SPRs.

Networking

An interesting aspect of the project that did enhance its sustainability is its regional dimension. At many times during the evaluation process, stakeholders mentioned that the SPRs were developed, to a certain extent, keeping in mind the regional aspect of the services sectors addressed²⁶. The regional events themselves were also much appreciated. This regional perspective was useful because it generated networking opportunities among relevant stakeholders in the targeted regions. This was confirmed by a large majority of all types of respondents. Although it is not possible to determine yet if the links created through the project will last in the medium and long terms, some examples of exchanges between new professional relations developed during the regional workshops and the study tours have been shared during the evaluation, the majority of which are considered south/south links. The study tours were particularly interesting in that sense as the beneficiaries that were invited to participate felt that the receiving counterpart demonstrated ingenuousness and “opened their doors to us” as one respondent placed it.

At the national level, inside the targeted services sectors and also between them, links— interinstitutional links— that did not exist or that were weak before, were created or strengthened. This, it is believed, should help determine a common approach to move forward in each of the selected sectors, all the more considering the interesting links developed between the private and public sectors in certain countries. The project gave these two actors of the same arenas an additional opportunity to dialogue on their common issues.

Were beneficiary country stakeholders actively involved in the initiation, design and implementation of the project?

Although the participatory approach became somewhat of a trademark for the project, some groups and sub-groups linked to the targeted services sectors were not involved, mainly because of the scope of the project. For example, generally speaking, consumers were not consulted. Also, for some sectors, such as construction for example, although much work is done through the black market—which is considered as an important issue to tackle in the sector—the black market workers were not

The involvement of the country stakeholders (the beneficiaries) was one of the highlights of the project. The participants in the two national workshops, whatever their profile was, could provide to the others their opinions and ideas; the process was fully open. Although it was a heavy burden for the consultants to take into consideration as much of these point of views as possible, this was much appreciated by the beneficiaries and for the majority of the cases, the

participants involved were knowledgeable of the services sectors. This inclusive way of implementing the project is seen as an important characteristic representing how UNCTAD operates in comparison to other institutions. In a few countries, as the methodology and approach has been well assimilated, it is to be expected that the SPRs will be replicated in other sectors or be used to deepen the work done in the services sectors selected for the project.

The participatory approach used by the project helped ensure that the building blocks for the implementation of the recommendations of the SPRs would be put in place. Indeed, the main goal of the second and final national workshop was to fine-tune, agree on and adopt the content of the SPRs and the recommendations and validate the SPR. Again, although this does not guarantee the usefulness of the documents, it sets a good basis for

²⁶ However, a few stakeholders did point to the fact that the content of the SPRs should have been more integrated in their regional context.

sustainability of the results. It is to be noted that some respondents mentioned that at the second workshop, the participation level went down a bit and the participants were less involved. All the while, the important point is that the key stakeholders (i.e.: focal points and main agencies involved in the development of the recommendations) remained engaged in the second workshop and that the large majority of respondents were in agreement with the final content of the SPRs.

Recommendations

- ***It is recommended to follow-up on the implementation of the recommendations in the SPRs through the development of a full action plan for the beneficiary countries. For those in which the SPRs were developed at the beginning of the project, it could be interesting to update the information and data they contain.***
- ***For eventual future similar DA projects, it is recommended to ensure that sufficient funds are allocated to the project implementation team to integrate as an EA the development of recommendations' implementation plan to increase the sustainability of the SPRs.***

ANNEX 1 EVALUATION MATRIX

Questions and sub-questions	Indicators	Data Collection Methods	Information and Data Sources
RELEVANCE			
<ul style="list-style-type: none"> Do the Project design and the choice of activities and deliverables properly reflect and address the needs of the beneficiaries? <ul style="list-style-type: none"> Is there a correlation link between the Project's design, activities and deliverables and the needs of the beneficiaries? 	<ul style="list-style-type: none"> Level of knowledge of the beneficiaries of the Project Level of satisfaction of the beneficiaries with the Project design Level of satisfaction of the beneficiaries with the Project's design (activities and deliverables) Perception of Project managers Number of occasions during which the beneficiaries were able to express their needs during project implementation 	<ul style="list-style-type: none"> Interviews Survey Document review Interviews 	<ul style="list-style-type: none"> Beneficiaries Project managers Progress reports Project document Beneficiaries Project managers
<ul style="list-style-type: none"> Do the project design and the choice of activities and deliverables take into account UNCTAD's mandates? 	<ul style="list-style-type: none"> Correlation between the project design and UNCTAD's mandates Correlation between selected activities with UNCTAD's mandates 	<ul style="list-style-type: none"> Document review Interviews 	<ul style="list-style-type: none"> Project document UNCTAD general documentation²⁷ Beneficiaries Project managers Other UNCTAD representatives
<ul style="list-style-type: none"> Are the project design and the choice of activities and deliverables aligned with the objectives of Development Account? 	<ul style="list-style-type: none"> Correlation between the project design and the objectives of Development Account Correlation between the selected activities and the objectives of Development Account 	<ul style="list-style-type: none"> Document review Interviews 	<ul style="list-style-type: none"> Project document DA general documentation Project managers Other UNCTAD representatives
<ul style="list-style-type: none"> Were the actual activities and outputs of the project consistent with the overall goals and the intended outcomes? 	<ul style="list-style-type: none"> Correlation between the activities and outputs and intended outcomes 	<ul style="list-style-type: none"> Document review Interviews 	<ul style="list-style-type: none"> Project document Progress reports Beneficiaries Project managers Other UNCTAD representatives
EFFECTIVENESS			
<ul style="list-style-type: none"> Have the activities achieved or are they likely to achieve planned objectives as enunciated in the project's logframe and produced beneficial results? Measuring the 	<ul style="list-style-type: none"> Number of countries where decisions about services (trade and development) policies are undertaken in an informed manner and through transparent 	<ul style="list-style-type: none"> Document review 	<ul style="list-style-type: none"> Progress reports Project document SPRs Workshops' summary evaluation

²⁷ If considered relevant and if they are available during the Geneva mission.

Questions and sub-questions	Indicators	Data Collection Methods	Information and Data Sources
<p>expected accomplishments indicators:</p> <ul style="list-style-type: none"> Enhanced and holistic understanding and capacity to analyze formalities (policies, regulations, institutions and various forms of private and state provision of services) of national services sectors and effective approaches to advance their development 	<p>processes, including the full participation of national stakeholders</p>	<ul style="list-style-type: none"> Interviews Survey 	<p>responses</p> <ul style="list-style-type: none"> Beneficiaries Consultants Project managers
<ul style="list-style-type: none"> Enhanced policies and processes for informed decision-making and harnessing the sector's development benefits 	<ul style="list-style-type: none"> Number and quality of national services policy reviews undertaken; Number of persons trained 	<ul style="list-style-type: none"> Document review 	<ul style="list-style-type: none"> Progress reports Project document SPRs Workshops' summary evaluation responses
<ul style="list-style-type: none"> Enhanced capacity to develop, pace and sequence national policies, reform and liberalization for supply capacity-building and strengthened institutional and regulatory frameworks to help ensure that services trade reform and liberalization generates the expected development benefits(i.e. increased competitiveness of economies and increased export opportunities, improved access and affordability of quality services) 	<ul style="list-style-type: none"> Number of national services policies planned Number of national reforms planned 	<ul style="list-style-type: none"> Document review 	<ul style="list-style-type: none"> Progress reports Project document SPRs Workshops' summary evaluation responses
<ul style="list-style-type: none"> What were the main factors influencing the outcomes of this project (negatively or positively)? 	<ul style="list-style-type: none"> Factors influencing the outcomes of the project 	<ul style="list-style-type: none"> Document review 	<ul style="list-style-type: none"> Progress reports SPRs Workshops' summary evaluation responses
<ul style="list-style-type: none"> What are the lessons to be learned for a replication of the project approach to other locations? 	<ul style="list-style-type: none"> Lessons learned for replication of the project to other locations Degree of replicability of the project in other locations 	<ul style="list-style-type: none"> Document review 	<ul style="list-style-type: none"> Beneficiaries Consultants Project managers
		<ul style="list-style-type: none"> Interviews 	<ul style="list-style-type: none"> SPRs Progress reports Workshops' summary evaluation responses
			<ul style="list-style-type: none"> Project managers Consultants

Questions and sub-questions	Indicators	Data Collection Methods	Information and Data Sources
			<ul style="list-style-type: none"> Beneficiaries
EFFICIENCY			
<ul style="list-style-type: none"> Have resources and funds been used efficiently, leveraging in-house expertise, previous interventions and other resources to optimize the project outcomes? 	<ul style="list-style-type: none"> Correlation between costs and results Percentage and cost of personnel time allocated to programme management Adequacy of management expenses vs. operational expenses 	<ul style="list-style-type: none"> Document review <hr/> <ul style="list-style-type: none"> Interviews 	<ul style="list-style-type: none"> Progress reports Other financial information Events participants lists <hr/> <ul style="list-style-type: none"> Project managers
<ul style="list-style-type: none"> Have the project activities been delivered in a timely manner? 	<ul style="list-style-type: none"> Correlation between issues dealt with through the project and issues encountered by beneficiaries in the past two years Level of satisfaction of beneficiaries 	<ul style="list-style-type: none"> Document review <hr/> <ul style="list-style-type: none"> Interviews Survey 	<ul style="list-style-type: none"> Project Document Progress reports SPRs Progress reports Workshops' summary evaluation responses <hr/> <ul style="list-style-type: none"> Beneficiaries Project managers
SUSTAINABILITY			
<ul style="list-style-type: none"> Have the activities been designed and implemented in such a way to ensure maximum sustainability of their impact 	<ul style="list-style-type: none"> Perception of beneficiaries and managers Existence and quality of an exit strategy Level of institutional development through the Project Level of individual development the Project facilitated Level of engagement of beneficiaries in the design and implementation stage Level of cooperation with other int'l organization or local implementation partners 	<ul style="list-style-type: none"> Document review <hr/> <ul style="list-style-type: none"> Interviews Survey 	<ul style="list-style-type: none"> Project document SPRs Progress reports Workshops' summary evaluation responses <hr/> <ul style="list-style-type: none"> Beneficiaries Consultants Project managers
<ul style="list-style-type: none"> Were beneficiary country stakeholders actively involved in the initiation, design and implementation of the project? 	<ul style="list-style-type: none"> Number of occasions during which the beneficiaries were able to get involved in project implementation (e.g.: workshops) Level of participation of the beneficiaries <hr/> <ul style="list-style-type: none"> Level of satisfaction of the beneficiaries with their involvement in the Project's initiation and design Level of satisfaction of the beneficiaries with their involvement in the Project's implementation 	<ul style="list-style-type: none"> Document review <hr/> <ul style="list-style-type: none"> Interviews Surveys <hr/> <ul style="list-style-type: none"> Interviews Surveys 	<ul style="list-style-type: none"> Project document Progress reports Events participants lists Workshops' summary evaluation responses <hr/> <ul style="list-style-type: none"> Beneficiaries Consultants Project managers <hr/> <ul style="list-style-type: none"> Beneficiaries Project manager
GENDER ASPECT			
<ul style="list-style-type: none"> To what extent the design and implementation of the project 	<ul style="list-style-type: none"> Number of men and women involved in all activities 	<ul style="list-style-type: none"> Document review 	<ul style="list-style-type: none"> Project document Progress reports

Questions and sub-questions	Indicators	Data Collection Methods	Information and Data Sources
incorporated gender concerns, and can outcomes be identified in this regard?	<ul style="list-style-type: none"> Evidence that measures were undertaken to increase participation of women in the Project's activities Evidence that gender issues are integrated in the SPRs 	<ul style="list-style-type: none"> Interviews Surveys 	<ul style="list-style-type: none"> Events participants lists SPRs Workshops' summary evaluation responses Beneficiaries Consultants Project managers

ANNEX 2 SURVEY QUESTIONNAIRE

Welcome to the Service Policy Review Project evaluation electronic survey!

The e-survey is designed to provide useful information that will help improve future project design and provide constructive recommendations in order to strengthen UNCTAD's general work and more specifically in the services sector support work. Your participation in this e-survey is important. The e-survey should take around 10 to 15 minutes to complete.

We kindly request you to respond to this survey by May 15th. Your insights and responses are greatly appreciated and are valuable to the success of the Project. Your individual feedback would be kept confidential to the evaluator.

This is one of the two evaluations conducted by independent evaluators to evaluate the performance of UNCTAD. This particular evaluation focuses on UNCTAD's project on Service Policy Review, while the other evaluation would have a broad coverage of UNCTAD's sub-programme 3- International Trade, of which UNCTAD's work in the areas of services is only one of the thematic areas to be evaluated.

Thank you in advance for your time!

This survey has been designed and is managed by the independent external evaluator Mr. Alexandre Daoust

Section A. Identification

1. You are (this will redirect them to the adapted questions):

- A national institution's representative
- A private sector representative
- An NGO representative
- An academic sector representative
- A services sector consultant contracted by the Project
- Other (please specify): _____

2. You are a:

- Male
- Female

Section B. The Project's Design

Are you satisfied with your involvement in the Project/ workshop/ training in general? (Very satisfied/ somewhat satisfied / somewhat dissatisfied / Very dissatisfied)

Can you explain your level of satisfaction (optional)? _____

Were you provided with the Project's document at the beginning of the Project? (Yes/no)

3. Based on your understanding of the Project, do you consider the Project's *design* to have been aligned with the needs of your country in the services sectors? (Very aligned, somewhat aligned, somewhat misaligned, very misaligned)

If not, why (optional) _____

Section C. Project's Contribution

4. To what extent has the Project contributed to enhance your knowledge and know-how in analyzing (Contributed a lot, Somewhat contributed, contributed little, did not contribute at all):

- Services sectors' policies?
- Services sectors' regulations?
- Services sectors' institutions?
- Private provision of services?
- State provision of services?

Additional comments (optional) _____

5. Do you think the Project's results have contributed to strengthening institutional and regulatory frameworks in the targeted services sectors? (Contributed a lot, Somewhat contributed, contributed little, did not contribute at all)

Could you explain your answer? _____

Only if the respondents answered "Contributed a lot" or "contributed" to the preceding question.

6. To what extent do you consider that these institutional and regulatory frameworks are likely to lead to service trade reforms and liberalization and ultimately generate the below expected development benefits? (Very likely, Somewhat likely, Somewhat unlikely, Very unlikely)

- Increased competitiveness of economies?
- Increased export opportunities?
- Improved access and affordability of quality services?

To what extent has the Project/ workshop/ training in general contributed to building your country's resilience to external shocks, including financial and economic crises? (Contributed a lot, contributed, contributed little, did not contribute at all)

Could you explain your answer (optional)? _____

7. Do you consider the SPRs developed through the Project to be useful for your country and the sectors it targets? (Very useful, somewhat useful, not very useful, not useful at all)

Your suggestion on how to improve it to make it useful or examples of how it was/will be useful:

Do you consider the desk study prepared by UNCTAD to have been useful in the development of the full SPR? (Very useful, somewhat useful, not very useful, not useful at all)

Could you explain your answer? _____

8. To what extent do you consider you will use what you have learned from this project to develop, pace and sequence: (I use it a lot / I will use it somewhat regularly / I will use it only a bit / I will not use it at all)

- Services sectors policies?
- Services sectors reform?
- Services sectors liberalization?

Could you explain your answers (for each sub-questions)? _____

9. **Consultant:** To what extent do you consider you now use SPR methodology in your consultancy work? (I use it a lot / I use it somewhat regularly / I use it only a bit / I do not use it at all)

Comments, details, explanations (optional): _____

10. How would you intend to use the results from the SPR? (Optional)
11. Do you think your government plans to implement new services (policies/reforms/liberalization) in the near future thanks to the project? (Yes/no)

Could you explain your answer? _____

Section D. Feedback on the workshops:

Have you participated in the (first national/second national/regional) workshop? (Yes/no)

Only if answered yes to the previous questions: How would you qualify the following aspects of the (first national/second national/regional) workshop? (excellent/ somewhat good / somewhat poor / very poor)

- Content of the workshop and the presentations
- Information on objectives and outcome of the workshop
- Practical exercises (discussions over content of the SPRs)
- Practical exercises (adoption of the recommendations from the SPRs)
- Structure of the workshop (modules, teamwork, breaks)
- Duration of the conference (in days)

Could you explain your answers (for each sub-questions)? _____

What is in your opinion the most useful aspect of the (first national/second national/regional) workshops? (open question)

Section E Feedback on the Study tours (only for Nicaragua Paraguay and Uganda and Lesotho)

12. Have you participated in a study tour organized by the Project? (Yes/no)
13. **Only if the respondents answered "yes"** Did you consider the study tours useful? (Very useful, somewhat useful, not very useful, not useful at all)

Could you explain in which areas the study tours are especially useful??

What did you do after the study tour?

- Report back to the senior management findings of the study tour.
- Proposed some initiatives to make use of best practices learned from the study tour.
- Established a mechanism to ensure future collaboration with the host country's ministry.
- Nothing
- Others. Please specify

Section F Management Efficiency and Results' Sustainability

14. To what extent do you consider UNCTAD has contributed to supporting your government in implementing new services sectors policies or in increasing readiness to implement such policies (institutional development)?

Any additional comment? (optional) _____

ANNEX 3 INTERVIEW PROTOCOL

Today's interview is part of the independent evaluation of the Service Policy Review Project, financed by the United Nation's Development Account, 7th tranche, and implemented by the United Nations Conference on Trade and Development's (UNCTAD's). My name is Mr. Alexandre Daoust and I was selected to conduct the evaluation on behalf of UNCTAD.

The purpose of the evaluation is: to assess the relevance, effectiveness, efficiency and sustainability of the Project in order to build a body of knowledge which will permit to explore and evaluate its achievements at the outcome and output levels.

Our interview will last approximately 60 minutes. The information you provide will be used solely for evaluation purposes and will be handled taking into account principles of confidentiality.

Before we continue, do you have any questions? Let's begin by establishing the context of your participation in the project.

Beneficiaries:

What do you know about the Services Policy Review Project?

Have you been given the chance to express your needs during the Project's design/Implementation? How were you involved in the Project? How were you approached?

To what extent are you satisfied with the Project's design (activities and deliverables)? Is it aligned with your country's needs in the services sector policy development? Before the Project, was your country discussing the development of such a policy?

Do you feel you have acquired new skills through the Project allowing you to better understand and analyze formalities of national services sector (policies, regulations, institutions and various forms of private and state provision of services)? Can you give recent examples where you used these new acquired skills?

To what extent do you know the content of the National Services Policy Review (SPR) developed for your country in the context of the Project? Are the policy recommendations in the SPR relevant and feasible in your country? How actionable are the proposed actions from the SPR? What other support you think the government would need in order to design and implement actions as proposed by the SPR? Does the SPR inform decision you take? Does it inform decision taken by your government?

Does your government plan to implement new national services policies / reforms / liberalization? To what extent can you attribute this to the Project? Do you think your government is now in a better position to develop, pace and sequence services' sectors national policies, reform and liberalization as a result of the intervention of this Project? Do you consider your country's institutional and regulatory frameworks have been strengthened by the Project's intervention? Thanks to all this, is your economy more competitive? Is the export market more accessible for your country?

What were the main factors influencing the success of this Project? (considering in-country factors and factors inherent to UNCTAD as an institution). What were the positive/negative sides of UNCTAD's approach?

Are you satisfied with your involvement in the Project in general? How many times were you able to get involved in project's implementation? What are the major challenges / opportunities facing your country in terms of

benefiting from the services sectors targeted by the Project and in implementing national policies in support of these services sectors?

To the best of your knowledge, to what extent are the UNCTAD's officials efficient in managing the Project, especially in organizing the Project's activities and events?

Are you ready to use what you have learned from this Project in your daily work?

Do you feel comfortable convincing decision makers in your institution to implement changes, as a result of gaining more knowledge and experience from being involved in this Project?

Did you participate in the (first, second national and regional workshops, and/or in the study tour)? What aspects do you appreciate? What were the highlights of these events? What do you think that could have been done differently?

In your opinion was UNCTAD the best positioned institution to implement this Project? What other institution do you think are providing (could/should provide) similar assistance in the areas of services? Do you think that UNCTAD was the right agency to implement this type of service related technical assistance?

What's your experience in dealing with other institutions that are specialized in trade related area? How do you compare them with UNCTAD?

Level of cooperation with other int'l organization or local implementation partners to follow-up

Generally speaking, what are the lessons learned from the implementation of this Project? Do you think this type of Project could be implemented in other similar countries?

Do you think enough was done to stimulate the participation of women in the Project's activities?

Interviews with Project manager(s)/Consultants/other UNCTAD representatives:

Do you consider enough Project planning and needs assessment activities were conducted for the Project's design to be aligned with the involved countries' needs in services sectors policy development support? What mechanism was in place at the project inception phase to collect feedback and needs from beneficiary countries? What criteria were used in selecting beneficiary countries?

Do the Project design and the choice of activities and deliverables take into account UNCTAD's mandates?

Are the project design and the choice of activities and deliverables aligned with the objectives of Development Account?

Were the planned and actual activities and outputs of the project consistent with the intended outcomes?

(+Consultant)

Do you feel the beneficiaries have acquired new skills through the Project allowing them to better understand and analyze formalities of national services sector (policies, regulations, institutions and various forms of private and state provision of services)? Why or why not? ***(+Consultant)***

What is your level of satisfaction with the SPR? To what extent do you think it will support the beneficiary government take informed decisions? Will they use the SPR? ***(+Consultant)***

Do you think the beneficiary governments are now in a better position to develop, pace and sequence services' sectors national policies, reform and liberalization as a result of the intervention of this Project? Do you consider the beneficiary country's institutional and regulatory frameworks have been strengthened by the Project's intervention? Thanks to all this, are their economies more competitive? Is the export market more accessible for the beneficiary countries? ***(+Consultant)***

What were the main factors influencing the success of this Project? (considering in-country factors and factors inherent to UNCTAD as an institution). What were the positive/negative sides of UNCTAD's approach? **(+Consultant)**

Have resources and funds been used efficiently, leveraging in-house expertise, previous interventions and other resources to optimize the project outcomes? **(+Consultant)**

- Correlation between costs and results
- Percentage and cost of personnel time allocated to programme management
- Adequacy of management expenses vs. operational expenses
- Which organizational unit from UNCTAD collaborated with the project team? How did the project leveraged best practices and previous interventions in similar field in the implementation of this project?
- What are the project team's routine responsibilities, apart from the management of this project? What will happen if fund is not obtained for this UNDA project/ the project wasn't approved? What would they do?

What mechanism is in place to ensure that the Project is designed to take into account the real needs of the beneficiaries? Were there contingency plans designed in the project to take into consideration possible problems and difficulties that the project managers might face during the implementation of the project? Were there adjustments made to the Project during the implementation stage to take into consideration the needs brought to the attention to the Project team, which weren't considered at the design stage?

Beneficiary countries normally need more than awareness raising training and workshops that improve their knowledge on certain issues. They might still need assistance post intervention when they are implementing some action plans, as a result of the Project. What mechanisms and arrangements are made to ensure their success? Were there collaboration/ arrangements with other development partners to provide further assistance?

Consultants only: Do you consider the desk study prepared by UNCTAD to have been useful in the development of the full SPR? Also:

- The "toolkit" consisting of TORs and data sources for the analysis of services sectors
- Participation in the first workshop

Consultant only: To what extent do you consider you now use SPR methodology in your consultancy work?

Do you feel that there were equal chances for women and men to participate in the project? Why do you feel this way?

ANNEX 4 LIST OF RESPONDENTS

Paraguay mission

Name	Title/Institution
Nilde Rivas	Ministerio de Hacienda
José Cuevas	Ministerio de Hacienda
Eduardo Calderini,	Ministerio de Hacienda
Guillermo Pereira	Ministerio de Relaciones Exteriores
Eduardo Feschenko	Banco Central del Paraguay
Hernán Colman,	Banco Central del Paraguay
Derlis Penayo	Banco Central del Paraguay
Juan Angel Delgadillo,	Ministerio de Relaciones Exteriores
Octavio Ferreira	Ministerio de Relaciones Exteriores
Eduardo Feschenko	Banco Central del Paraguay
Hernán Colman,	Banco Central del Paraguay
Derlis Penayo	Banco Central del Paraguay
Veronica Duarte,	Banco Central del Paraguay
Ing. Ruben Ruiz Díaz Pajo;	Conatel
Hugo Talavera	Ministerio de Industria y Comercio
Jorge Regueiro,	Capaco
Angel Morel Delgado	Ministerio de Industria y Comercio
OSCAR DUARTE	Conatel
MARIA ANGELICA CANO	Conatel
Ing. Federico RIBEIRO	Conatel
Adriana Pesoa	ANEAES
Norma Vera de Gomez	MINISTERIO DE EDUCACION
Francisco Benitez de Gaute	MEC - Cooperación Internacional

Maria Teresa Pino	Centro de Ingenieros del Paraguay - Construccion
Arq. Luz Cubilla	Asociacion Paraguaya de Arquitectos Construcción
Jorge Regueiro	Construcción - CAPACO
Ing. Jose Amarilla	MOPC - Construcción
Gabina Gavilán	ANEAES
Adriana Pesoa	ANEAES
Oswaldo Cano	ANEAES
Margarita Peña	Ministerio de Industria y Comercio
Pablo Cuevas	Ministerio de Industria y Comercio
Tatiana Lopez	CONSULTORAS
Gilda Arrellaga	CONSULTORAS

Phone interviews

Name	Title/Institution
Teboho Tsekoka (Ms.)	Ministry of Trade and Industry, Cooperatives and Marketing
Stephen Karingi	Regional Integration & Trade Division, Economic Commission for Africa
Dorotea Lopez	Institute of International Studies (University of Chile)
Neser Ahmed (Bangladesh)	Government
Nazneen Ahmed (Bangladesh)	Bangladesh Institute of Development Studies (consultant)
Carolyne Tumuhimbise	African Union Commission
Georgina Mugerwa	Organization
Brian Kiberu	Ministry of Trade
Nanno Mulder	Consultant (Rwanda SPR)
Javier Bone	ECLAC
Ernesto Perez	Ministry of Trade of Nicaragua (focal point)

ANNEX 5 PRELIMINARY BIBLIOGRAPHY

UNCTAD. 2015. *Terms of Reference for the Evaluation of the Project: Addressing the Impact and Implications of the Global Financial and Economic Crisis on Developing Countries through Support to Services Sector Development*. 6 p.

UNCTAD. 2010. *Project Document: Addressing the Impact and Implications of the Global Financial and Economic Crisis on Developing Countries through Support to Services Sector Development*. 22 p.

UNCTAD. *Participants' Lists and Contacts, Agendas/Concept Notes, and Summary Evaluation Responses for National and Regional Workshops*.

UNCTAD. *Study Tours' Programme, List of Participants, Summary Evaluation Responses, List of Partners in the organization of the Meeting*

UNCTAD. 2015. *Expenditures and Budget*

UNCTAD. *All 7 SPRs, their Summaries and the List of the Peer Review Team Members*

UNCTAD. *Progress Reports to New York (2011 & 2014)*.

ANNEX 6 EVALUATION MANAGEMENT

This evaluation is managed in consultation with the key stakeholders. Roles and responsibilities of these stakeholders, *as understood by the evaluation consultant*, are summarised below, along with the deliverables and steps/schedule of the evaluation.

Roles and Responsibilities

- *The Project managers*—will be involved at key steps throughout the evaluation process: mainly for the coordination of the interviews and mission to Geneva and LAC country (producing the stakeholder and beneficiary lists, setting up meetings, accompanying the consultant, etc.) They will also:
 - Provide all required documentation related to the Project at an early stage in the evaluation process²⁸;
 - Conduct a kick off meeting with the evaluator to provide further detail and background information on the Project;
 - Answer the evaluator’s questions;
 - Review and comment on evaluator’s draft report and provide clarifications on factual findings;
 - Provide support to the evaluation process; and
 - Support to diffusion of evaluation findings and recommendations.
- *The UNCTAD EMU*—is responsible for the evaluation process and results and will:
 - Manage the consultant;
 - Coordinate the inputs from the stakeholders on the draft IR and evaluation report;
 - Oversee the data collection process and ensure independence of the work of the evaluation consultant in carrying out the evaluation assignment;
 - Provide necessary support to the evaluation consultant to ensure free access to all kinds of documents and information needed for the evaluation;
 - Review and approve the final evaluation report;
 - Diffuse the evaluation; and
 - Follow up of the implementation of the recommendations.
- *Alexandre Daoust*—acts as the evaluation consultant and will perform the following tasks and activities:
 - Liaise with the EMU and Project managers;
 - Design of the methodologies for each line of inquiry;
 - Produce all tools to be used for the evaluation;
 - Conduct all lines of inquiry;
 - Observe UNEG standards, guidelines and norms on evaluation, as well as UNCTAD’s Evaluation Policy, in the conduct of this assignment; and
 - Production of the evaluation report.

²⁸ This is to ensure that this evaluation is as little disruptive as possible to regular work related to production of other outputs and other ongoing projects.

Planned Deliverables and Calendar of Activities

Phases/Activities	Detailed timeline															Deliverables			
	February		March			April					May			June					
	16 th	23 rd	2 nd	9 th	16 th	23 rd	30 th	6 th	13 th	20 th	27 th	4 th	11 th	18 th	25 th		1 st	8 th	15 th
Introductory document review	█	█																	
Preparation of the Inception report		█	█	█															
Comments on the IR							█												
Finalization of the inception report								█											
Launch of the electronic survey									█										
In-depth document review			█	█	█	█	█	█	█	█	█	█							
Skype/phone interviews												█	█						
Field mission (Geneva& LAC)										█	█								
Close of the survey														█					
Data analysis and triangulation												█	█	█					
Preparation of the draft evaluation report														█	█				
Comments on the evaluation report																█			
Finalization of the evaluation report																	█		