



Independent project evaluation:

**“Development policies for sustainable economic
growth in Southern Africa”
(Development Account Project 1617L)**

Independent Evaluation Unit
October 2021

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Contents

| | |
|--|-----|
| List of acronyms and abbreviations..... | ii |
| Executive Summary..... | iii |
| 1. Introduction..... | 1 |
| Evaluation objective, purpose and scope | 1 |
| Structure of the report..... | 2 |
| 2. Context of the evaluation..... | 2 |
| 3. Subject of the evaluation..... | 3 |
| 4. Methodology of the evaluation..... | 5 |
| Methods for data collection | 6 |
| 5. Key findings..... | 9 |
| Relevance and appropriateness to regional and national needs | 9 |
| Results and goal fulfilment..... | 12 |
| M&E and learning..... | 19 |
| Work planning and management..... | 20 |
| Adaptation to COVID-19..... | 21 |
| Gender equality, vulnerability and rights..... | 22 |
| Partnerships and synergies | 24 |
| Sustainability and ownership..... | 25 |
| 6. Lessons learned..... | 28 |
| 7. Conclusions and Recommendations..... | 29 |
| Annexes..... | 33 |
| Annex 1: Terms of Reference..... | 33 |
| Annex 2: Evaluation Matrix..... | 43 |
| Annex 3: Semi-structured interview guide – key project stakeholders (internal and external)..... | 47 |
| Annex 4: List of literature reviewed..... | 49 |

List of acronyms and abbreviations

| | |
|--------|--|
| AfCFTA | African Continental Free Trade Area |
| DCED | Donor Committee for Enterprise Development |
| EAC | East African Community |
| EQ | Evaluation Questions |
| ET | Economic Transformation |
| FAO | Food and Agricultural Organisation |
| FCDO | Foreign, Commonwealth & Development Office (previous DFID) |
| GIZ | German International Development Cooperation |
| HRBA | human rights-based approach |
| ILO | International Labour Organisation |
| JET | Jobs and Economic Transformation |
| M&E | Monitoring and Evaluation |
| MSD | Market Systems Development |
| ODI | Overseas Development Institute |
| PEI | Policy and Industrial Strategy |
| PS | Permanent Secretary |
| RVC | Regional Value Chains |
| SADC | Southern African Development Community |
| SDG | Sustainable Development Goals |
| SET | Supporting Economic Transformation |
| Sida | Swedish International Development Cooperation Agency |
| ToC | Theory of Change |
| ToR | Terms of Reference |
| UNCTAD | United Nations Conference on Trade and Development |
| UNDP | United Nations Development Programme |
| UNECA | United Nations Economic Commission for Africa |
| UNIDO | United Nations Industrial Development Organisation |

Executive Summary

ES1. Structural transformation in promoting sustainable growth has gained renewed interest as reflected in the Sustainable Development Goals (SDGs). SDG 8 and 9 emphasise sustainable industrialisation and inclusive economic growth and these SDGs provide the overall framework for economic transformation in Southern Africa. At the same time, there is an increasing recognition that market forces alone will not suffice, and policies are therefore essential to ensure a stable economic environment for existing production.

ES2. The project “Development policies for sustainable economic growth in Southern Africa” has been implemented by the United Nations Conference on Trade and Development (UNCTAD) in Mozambique, Zambia, Mauritius and Tanzania in the period from 2016-2020 with the overall aim of building capacity to design and implement development policies for sustainable economic growth. This was to be achieved by country-specific research based on established UNCTAD tools and methodologies as well as a number of national training workshops for policymakers in the four countries to improve their capacity to formulate integrated macro-economic, trade and sectoral policies in support of productive transformation. Regional workshops were also delivered to explore obstacles and opportunities for regional collaboration and value chains, as well as coordinated policy efforts to enhance the regional economic integration.

ES3. This report evaluates the project design, project management, implementation, the extent to which gender equality and human rights have been mainstreamed in the project as well as the overall project performance. The assessment is based on an online survey with 46 workshop participants and virtual interviews with 23 key stakeholders (16 men and 7 women).

ES4. The project is fully aligned with the focus on economic growth and industrialisation and survey results and interviews confirmed that this has been at the core of the project. Focus on inclusiveness is however less explicitly reflected and analyses considering how to include women’s participation in the economy are rarely included in research products. Hence, although the project aligns with the SDGs, the focus on inclusiveness is not fully reflected in the design which has had an impact on the implementation and results achieved. Also, relevance could have been enhanced by stronger alignment to the SADC Industrialisation Strategy and Roadmap 2015-2063 which was agreed upon one year before the project was initiated. Nevertheless, the evaluation found that the project has complemented SADC’s work on regional integration and both organisations have benefitted from each other in terms of research results and exchange of data. All countries included in the project have also signed or ratified the African Continental Free Trade Area (AfCFTA), indicating enhanced focus on improving inter-continental trade and regional integration.

ES5. The project has successfully completed all planned key activities although with some adaptations along the way. In the *first phase* of the project, focus was on the regional level where two regional workshops were conducted. In this process, three sectors were identified for regional value chain development: agro-processing, energy and mining. A key achievement in this phase was the endorsement of an outcome document signed by all participating countries.

ES6. The *second project phase* concerned support to national governments with the intention to build national capacity. One of the most important achievements of this phase was the development and launch of the Industrial Policy Strategy 2020-2025 for Mauritius. In Mozambique, the implementation of the Policy and Industrial Strategy (PEI 2016-2025) has been supported through the UNIDO programme with technical support to strategy development of the tannery/leather industry and chemical, rubber and plastic industry. In Tanzania, UNCTAD has supported development of background studies for the textile sector for development of concrete value chains. These studies are now planned to be used as the base for a new textile policy framework in the country. The *third project phase* included the COVID-19 emergency with the overall objective to “enhance consciousness on the importance of regional coordination responses to the COVID-19 crisis and identification of priority actions”. Two studies were developed on the impact of the pandemic on industrial policies, the roles and responsibility of states and markets, as well as new opportunities in the region for regional value chains (food and medical supplies).

ES7. The publication of a *Final Handbook* containing all the background studies produced during the project plus some additional important contributions from key actors of the region has been finalised and is ready to be published. This is also the case for the COVID-19 studies that were included as a direct response to the pandemic. These will be published as a second volume of the handbook in early 2022.

Main conclusions and key learning

ES8. The evaluation findings lead to the following main conclusions and key learnings:

ES9. *Relevance:* The project design has been timely and responsive to needs and demands from partner countries. However, the design focus on economic growth has been prioritized over social inclusion in the content of the activities and deliverables, thus only partly aligning to the SDG framework, notably SDG 8 and SDG 9 as well as the SADC Roadmap.

ES10. *Effectiveness:* The project targets for upgrading of industrial policy development skills have been fully achieved at the level of individuals and further steps have been taken by the countries to plan and develop productive development policies with continued support from UNCTAD. However, the elements of coordination, dialogue and public-private engagement in relation to policy development processes have to a lesser extent been addressed and improved by the project. This may become a critical limiting factor within the partner countries in their efforts to formulate and implement integrated productive development policies for sustainable economic growth in view of the relevant SDG targets. In addition, the project has had little strategic focus on knowledge management and documenting of learning and experiences from the implemented activities, including the workshop events. At the regional level, there is a need for the project to move beyond the advocacy level and provide more concrete solution for regional value chain development.

ES11. *Efficiency:* Overall, the project has been well managed, both in terms of resources and timing. The majority of the deliverables has been produced and delivered according to the plans. Likewise,

unspent funds from the original project period have been used to leverage additional project activities within the targeted countries to further consolidate and expand on the project achievements as well as respond to the COVID-19 pandemic. However, there is room for improvement of efficiency on the ground and for establishing of easier and more frequent follow-up mechanisms. As part of this, the communication and information flow with key project stakeholders need to be improved, to keep them better in the loop both after and in between the organised workshop events.

ES12. *Gender and social inclusion:* Gender equality and human rights dimensions have not been sufficiently considered or mainstreamed into the project design as the guideline on Development Account projects does not mention human rights and only a small section on gender is included. At the same time, the gender mainstreaming strategy seems to only be partially institutionalised. The lack of consideration of these aspects at the project design stage has permeated the entire project implementation process, including the data collection and monitoring, the research study focuses as well as the policy dialogue, which has been rather gender blind. Thus, the opportunity to encourage an inclusive and gender responsive productive policy development in the region through this project has been missed, as these discussions have not been promoted by UNCTAD.

ES15. *COVID-19:* The negative impacts from COVID-19 on the UNCTAD project performance has been relatively limited. This is to a large extent due to an adaptive and proactive approach taken by the project management. Instead of focusing only on how to address challenges, the project has been focusing on identification of opportunities for the way forward, based on developing of thorough research studies on specific COVID-19 issues related to the regional integration process.

ES16. *Partnerships, sustainability and ownership:* Within all four targeted countries, the project has become an eye-opener in terms of understanding the concept and importance of productive policy development and a strong interest has been created for continuing this process. There are examples of replicative effects across the countries (e.g. Mauritius was inspired by Tanzania for policy development). Phase two and three of the project have responded well to specific national requests and enhanced ownership of these interventions. There is still no evidence of wider, catalytical effects beyond the level of the four project countries, although UNCTAD's strategic partnerships and the Final Handbook may contribute to this. While UNCTAD's lack of field presence has made it a challenge to ensure an adequate follow-up and continuation to the initiated processes, close working linkages on the ground were established with both UNIDO and SADC, which are also the most obvious institutions to take the UNCTAD project results forward.

Recommendations

ES17. The evaluation findings and conclusions lead to the following recommendations:

ES18. **Recommendations** for *UNCTAD and the Capacity Development Office/Development Account of DESA:*

- Future project designs should to a larger extent reflect the holistic nature of the SDG Framework, in particular the balance between economic and social dimensions, to more effectively promote inclusiveness and sustainability aspects of productive development policies.
- Project focus should go beyond the stakeholder capacity assessments and the country problem analysis and to a larger extent also reflect political-economy analysis and power structures between key actors in the policy development process. While such thorough assessments may require field missions (which are usually only conducted after preparation of the project document) preliminary assessments could still be included at the scoping stage. This relates to the national as well as to the regional level interventions.
- Gender and vulnerability concerns should be more explicitly addressed at the project design stage and properly reflected in all pathways of the implementation process and in guidelines. This should include gender and vulnerability assessments and organisations specialised in vulnerable/marginalised groups or women's rights organisations; due reflection and integration of gender equality and vulnerability perspectives in the research products; and regular collection of data on participation of women and vulnerable groups in project implementation. In addition, project design guideline needs to be aligned with the evaluation guideline in terms of gender mainstreaming and HRBA.

ES19. **Recommendations** for *UNCTAD project managers*:

- Decision-making processes for the regional integration and national policy development should be better documented and become more transparent and to a larger extent reflect political-economy analysis.
- A more strategic approach for knowledge management, communication and learning opportunities should be developed and implemented, including better articulation of knowledge generation in the project design; facilitation of connections across countries and with partners; technical support to knowledge-sharing and learning; and development of targeted knowledge products. This should include exploring opportunities for development of joint project proposals with UNIDO, which has a closely related mandate and on-the-ground office presence.
- UNCTAD should strengthen its support for the identification and development of regional value chains and short supply chains in the region in view of the trade-related issues emerging in relation to the COVID-19 pandemic. Such support should also ensure a focus on vulnerability and gender aspects, as these are concerns that now will require even stronger attention in the supported development interventions due to the COVID-19 impact.
- A more thorough involvement and consultation of national key stakeholders should take place in the project development process to ensure that incentives and ownership is established from the beginning. In addition, it should be better thought through how learning and experiences can be more effectively transferred across countries during the implementation process (and not just through an ex-post collection of experiences) in order to enhance the possibilities for replication and further uptake of good practices and experiences.

- An Exit Strategy should be developed at the project design stage, including more explicit considerations on what kind of role key partner institutions (such as SADC and UNIDO) could play to help sustain project results on the ground.

1. Introduction

1. Structural transformation in promoting sustainable growth has gained renewed interest as reflected in the Sustainable Development Goals (SDGs). SDG 9 to “build resilient infrastructure, promote sustainable industrialization and foster innovation” highlights inclusive and sustainable industrialisation, introducing and promoting of new technologies to foster competitive economies that generate income and employment for all and enables international trade. The focus on sustainability is also included in SDG 8 to “*Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all*”. These SDGs provides the overall framework for economic transformation in Southern Africa.
2. There is an increasing recognition that market forces alone will not suffice to ensure inclusive and sustainable economic growth, and development policies are needed to ensure growth as well as enhanced income and employment opportunities. This requires a focus on industry and labour-intensive sectors as well as diversifying away from commodity dependence. Policies are essential in this regard to ensure a stable economic environment for existing production to develop as well as incentives to support new lines of activity and promoting technological upgrading.
3. Apart from South Africa, the Southern African countries have been less successful in transforming their economies towards more productive sectors and diversifying their economies. At the same time the economies are weakly integrated through trade and capital flows. In order to boost the economies of these countries and in order to ensure larger markets it is essential to enhance integration of the economies.
4. The project “Development policies for sustainable economic growth in Southern Africa” has been implemented by the United Nations Conference on Trade and Development (UNCTAD) in Mozambique, Zambia, Mauritius and Tanzania in the period from 2016-2020 with the overall aim of building capacity to design and implement development policies for sustainable economic growth. This was to be achieved by country-specific research based on established UNCTAD tools and methodologies as well as a number of national training workshops for policymakers in the four countries to improve their capacity to formulate integrated macro-economic, trade and sectoral policies in support of productive transformation. Regional workshops were delivered to explore obstacles and opportunities for regional collaboration and value chains, as well as coordinated policy efforts to enhance the regional economic integration.
5. The overall objective of the project was to “strengthen national capacities in selected countries in Southern Africa to formulate and implement integrated productive development policies for sustainable economic growth and to strengthen the regional integration process in the Southern African Development Community.” Thus, the project had a dual focus of enhancing national policy capacity and strengthen regional integration in Southern Africa.

Evaluation objective, purpose and scope

6. The evaluation has assessed the project design, project management, implementation, the extent to which gender equality and human rights have been mainstreamed in the project as well as the overall project performance. Based on this assessment, the evaluation provides recommendations with a view to informing future projects, including on operational and administrative aspects. The expected users of the evaluation are the UNCTAD management, the Capacity Development Office/Development Account of DESA, project stakeholders, as well as UNCTAD's member States with whom the final evaluation report will be shared.

7. The evaluation covers the entire project period and the Southern African region. Focus will be on the four project countries (Mozambique, Zambia, Mauritius and Tanzania), however since the regional economic integration has included stakeholders from e.g. Zimbabwe, this will also be considered by the evaluation, although only from a regional perspective. The evaluation assesses the project according to four standard evaluation criteria (relevance, efficiency, effectiveness and sustainability) and two further UNCTAD criteria (gender and human rights mainstreaming, partnership and synergies). The evaluation also assesses the project's response to COVID-19 as part of a new requirement by the UN DA office.

Structure of the report

8. Following this brief introduction, a brief context of the evaluation is provided. The subject of the evaluation is described and a reconstructed Theory of Change (ToC) is presented in section 3. Section 4 provides a presentation of the methodology and approach before discussing findings in Section 5. The findings section includes an analysis of the project's relevance and how it aligns to the SDGs and regional policies. In 5.2 an overall assessment of results achieved provides the point of departure for discussing effectiveness of the project. This is followed by a section on monitoring and evaluation (M&E) and learning and on efficiency in 5.4. 5.5 examines the adaptation to the COVID-19 pandemic and 5.6 analyses gender equality and vulnerability aspects. 5.7 and 5.8 describes partnerships and synergies as well as sustainability and ownership. Lessons learned are presented in Section 6, followed by conclusions and recommendations in Section 7.

2. Context of the evaluation

9. Recent literature of transformation indicates that countries cannot produce goods for which they do not possess the underlying knowledge or capabilities, thus learning, capabilities and technological change are at the center of transformative change.¹ The capacity to produce one good is likely to be transferred to producing another good which is "close enough" since technology and capacity is already present in the country. Thereby an economy becomes slowly diversified.
10. The first generation of development economy and growth models were more dichotomous and were considered to consist of two sectors: the traditional sector comprising of agriculture with little technology; and a modern sector of industry characterized by productivity growth and innovative technology. A development economy was assumed to progress from agriculture to industry and employment patterns would move from low efficiency in agriculture to more productive industry. While the dichotomous understanding has gradually changed and the focus today is more on the complexity of productive structures, there is still an anticipated move of employment from agriculture to industry, manufacturing and modern services to support the transformational change.²
11. Mozambique, Zambia, Mauritius and Tanzania were selected for the project interventions, due to their differences in geography, productivity, level of diversification etc. Mauritius is an island, Zambia is landlocked, and Mozambique and Tanzania have access to the sea, making a comparison interesting to further understand the dynamics at play in the region. Mauritius also differs from the other countries in the sense that it is a middle-income country with a quite successful economic transformation. At the same time, Mauritius is the only country without

¹ Structural Transformation and Export Diversification in Southern Africa, UNCTAD, 2018

² Virtual Institute Teaching Material on Structural Transformation and Industrial Policy, UNCTAD 2016; Structural Transformation and Export Diversification in Southern Africa, UNCTAD, 2018

substantial natural resources, driving the country to focus on diversifying production, and a clear export strategy has been in place since the early stage of development.

12. Zambia, Tanzania and Mozambique have experienced limited economic growth and per capita income has stagnated at a low level. The economies continue to consist mainly of low productivity in the agriculture sector with little employment movement away from agriculture. In Mozambique, manufacturing has had a limited added value and the employment generation has been negative. In Zambia there has even been an increase of people employed in agriculture without an increase in production. In general, Zambia stands out as the least optimistic case as the economy is dependent on commodities such as unrefined copper constituting 54% of the country's exports.
13. Table 1 provides an overview of relevant national policies in the intervention countries. It is noted that the Industrial Policy and Strategic Plan for Mauritius 2020-2025 has been developed and launched with substantial support from UNCTAD.

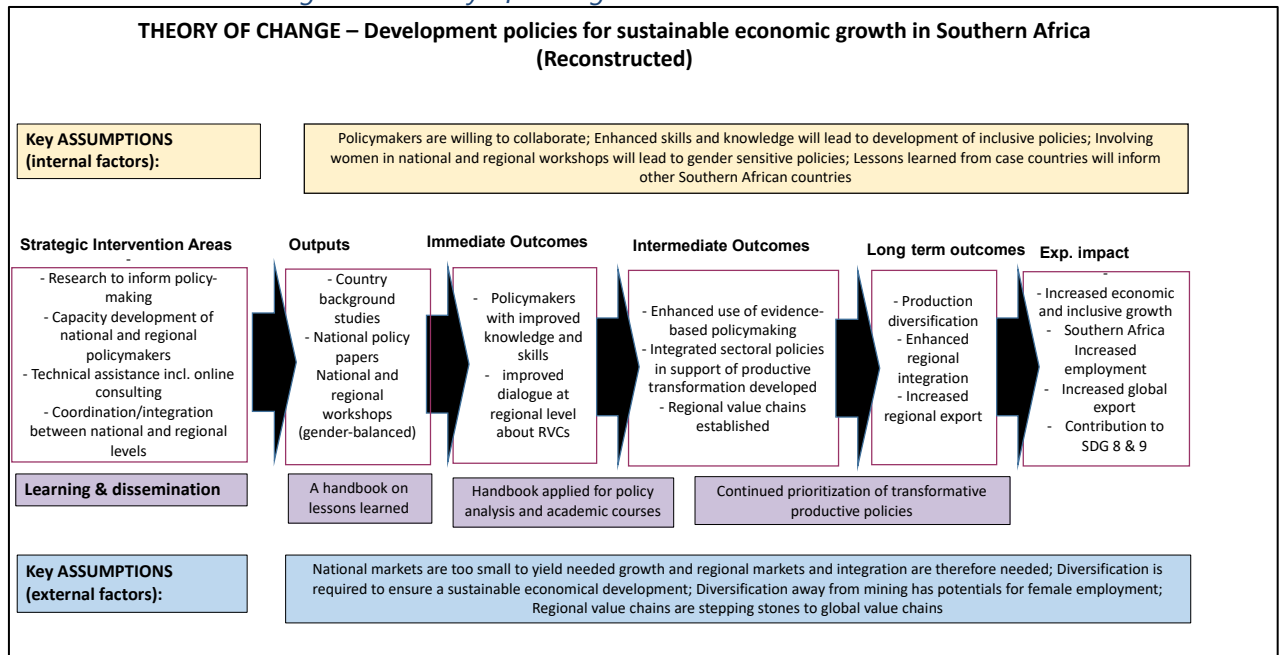
Table 1. National policies

| Country | Policy |
|------------|--|
| Mozambique | The Government's Five-Year Programme (PQG) 2015-2019 |
| | Policy and Industrial Strategy (PEI) 2016-2025 |
| Mauritius | New Vision for the Manufacturing Sector 2015-2030 |
| | Industrial Policy and Strategic Plan for Mauritius 2020-2025 |
| Tanzania | Development Vision 2025 |
| | Integrated Industrial Development Strategy 2025 (2011) |
| Zambia | The MSME Development Policy, 2009-2019 |
| | National Local Contents Strategy |
| | The Engineering strategy |
| | The National Investment Promotion Strategy |
| | Zambia Leather Value Chain Strategy |

3. Subject of the evaluation

14. Based on the document review and stakeholder consultations, the evaluator has reconstructed the project's ToC in Figure 1. The row with the black arrows represents the core of the project. Research activities and national and regional workshops were core elements of the project to build knowledge of policymakers in the four countries. At the regional level the objective was to facilitate regional value chains and integration and coordinate industrial policies. Besides building capacity of policymakers, the intention was to have policy options discussed at the workshops and endorsed by high-level policymakers in the specific countries. At national level, country background analyses were intended to inform the discussions at national workshops with policymakers in order to make the discussion evidence based. The national workshops were conducted to build an understanding of the importance of industrial policies in structural transformation and explore challenges and opportunities for regional value chains.
15. The purple row reflects how learning from the project will be collected in a handbook and disseminated to policymakers and subsequently, inform academic courses in applied development economics.

Figure 1. Theory of Change based on document review



16. The project document is based on a number of assumptions that have been tested in the evaluation. For instance, there is an assumption that capacity development of national policymakers will lead to actual policy making. This has occurred in Mauritius who launched their new Industrial Policy in December 2020 and Mozambique has requested continuous support by UNCTAD to support implementation of policy measures identified at the national workshop.³ This requires that management and staff who are trained actually become involved in policy development, thus it depends on a number of aspects linked to the actual uptake and use of the developed capacities.
17. The project is implemented by UNCTAD in collaboration with host countries, regional commissions, national United Nations Development Programme (UNDP) offices and other UN organisations present in the project countries. These include in particular the International Labour Organisation (ILO) and United Nations Industrial Development Organisation (UNIDO), United Nations Economic Commission for Africa (UNECA), the OECD Development Centre and the Southern African Development Community (SADC) Secretariat. These organisations have been involved to a varying degree in the different countries.
18. The largest part of the budget has been expenses on consultants and experts followed by grants and workshops. One staff member has been allocated full time to project management supported by a part-time assistant and external consultants and researchers have been contracted to conduct policy briefs, COVID-19 assessments and assessments of regional value changes.

³ UNCTAD Note Verbale Mozambique, 19 June 2018.

4. Methodology of the evaluation

Key methodological considerations and rationale

19. Given the complexity and nature of this evaluation, a **theory-based and mixed-methods approach** is applied. A core element in this approach is the development of the ToC for the project interventions to illustrate and explain how the various mechanisms and instruments introduced by the project, together with external and internal contextual factors, have been expected to drive a change process. A draft ToC was developed in the inception phase and further revisited during the data collection phase (Figure 1). In order to assess results and achievements within the supported areas, focus is on the **contribution** from the UNCTAD project. The contribution analysis is closely linked to the ToC approach and will help to confirm or revise the ToC.
20. It should be stressed that mixed-methods contribution analysis has the added advantage of providing a fuller and stronger picture of achievements and the process leading to change (or the bottlenecks hindering the expected progress). By building the analysis around a breakdown of the project ToC, its implementation and the context, it is possible to investigate the process and identify different enabling or hindering factors. This again strengthens the identification of learning.
21. An **evaluation matrix** has been developed to guide the data collection process (Annex 2) and constitutes the overall guiding framework for the evaluation. The evaluation matrix includes a further detailing and operationalisation of the Evaluation Questions (EQs) presented in the Terms of Reference (ToR) and in view of the OECD-DAC evaluation criteria. The ToC approach and the contribution analysis will serve as a key analytical instrument to answering the EQs.
22. The project is primarily designed to “build the capacity of selected developing countries in Southern Africa” in formulating policies for the progressive diversification of the production and export structure of the economy by using UNCTAD research methodologies and tools. The outcomes focus on “increasing consciousness” and “enhancing capacities and understanding”. In order to assess the capacity development interventions, the evaluator will consider **four distinct elements** related to the training:⁴ i) *Reactions - satisfaction and perceptions* of the training participants (this information has to a large extent already been collected by the UNCTAD project); ii) *Learning* - knowledge, skills and attitudes gained from the training (also partly collected by the UNCTAD project, but also included in the online survey conducted by the evaluation); iii) *Behaviour* - the ability to transfer and apply new knowledge, skills, and/or attitudes in job situations where it links to achievement of the wider project objectives; and iv) *Results* - whether the higher-level outcomes of the capacity development interventions are being achieved. Thus, the final outcome of the capacity development will depend not only on the project interventions but also on factors outside the project boundaries. Different connections as well as disconnections can be identified between the different levels. While the focus of the evaluation analysis is on level 3 and 4, reference will also be made to explanatory factors within level 1 and 2.
23. The evaluation applies a **human rights-based approach (HRBA) and gender mainstreaming** in the evaluation as also reflected in the UN DA Evaluation Guideline.⁵ This means that the evaluation has paid due attention to the principles of a HRBA namely assessing the extent to which the project has expressed linkage to rights, has ensured accountability, empowerment,

⁴ This model for evaluation of training was developed by Donald Kirkpatrick in 1959 and is arguably one of the most widely used approaches today for performance assessment of training interventions.

⁵ UN Development Account Evaluation Guidelines, October 2019.

participation, non-discrimination and attention to vulnerable groups.⁶ The evaluation assesses the extent to which the project has adhered to these principles but at the same time apply the same principles to the actual evaluation process. Efforts have been made ensuring that different stakeholders have been included, and that no type of stakeholders have been excluded from the process. Both men and women have been consulted in the evaluation to get a proper understanding of the different needs and challenges they face in their specific contexts, economies and in policy development.

24. Gender equality is a core priority of UNCTAD which has published substantially on ensuring gender mainstreaming in policies. UNCTAD's understanding of gender is clearly reflected in the Trade and Gender Toolbox from 2017 but guidelines on project design also includes an emphasis on understanding gender inequalities.⁷ The gender toolbox reflects a four-step approach to be applied: *Identification* of gender inequalities in an economy by conducting a gender analysis; *evaluation* and estimation of results of trade reforms; *monitoring* where a checklist and indicators to track progress are reflected; and a *synthetizing indicator* which provides a trade and gender index. The checklist for gender-sensitive accompanying measures for policies is interesting in this regard. It is separated in three areas concerning existence, relevance for women and accessibility. It will therefore be important in this evaluation to consider whether women and men are addressed equally in the policies, whether policies target the specific needs and rights of women, whether men and women are equally included in the policy decision process etc.

Methods for data collection

25. The COVID-19 situation has limited possibility to travel and methods for data collection have therefore relied on online tools. The following methods have been applied:
26. **Desk review of project documents and relevant materials:** a substantial amount of literature has been reviewed (full list included in Annex 4). This includes project documents, research studies commissioned as part of the project, workshop agendas, power point presentations, background studies, UNCTAD policies and guidelines as well as external literature on economic development, trade, regional integration, and regional and country policies etc.
27. **Virtual interviews** have been conducted with 23 key stakeholders (16 men and 7 women). Efforts were made to ensure gender balance in the composition of interview persons. The evaluator contacted both male and female interview persons within the different stakeholder categories to ensure as much gender balance as possible, however a gender gap prevails, to some extent reflecting a stronger involvement of men than women in the project.
28. Interviews were conducted with representatives from national ministries engaged in the project from Mozambique, Zambia and Mauritius. In addition, the Representatives from Zambia and Mozambique from the Permanent Missions to UN in Geneva were also interviewed. Several

⁶ Human Rights, Poverty and Governance in the Least Developed Countries: Rights-based Approaches Towards a New Framework of Cooperation, Contributions of the United Nations Office of the High Commissioner for Human Rights to the Third United Nations Conference on the Least Developed Countries. May 2011.

⁷ Trade and Gender Toolbox; How will the economic partnership agreement between the European Union and the East African Community affect Kenyan women? 2017. Guidelines for the Preparation of Project Documents for the 10th Tranche of the Development Account, updated August 2016.

attempts were made to engage with Tanzanian key stakeholders but unfortunately, they never responded to requests for interviews.

29. Interviews with UNCTAD (project) staff were realised as well as with stakeholders from SADC, UNECA, UNIDO, OECD Development Centre and the East African Community (EAC). A number of researchers were also interviewed. Private sector representatives were requested for interviews and to participate in the online survey but several of them responded that they did not feel capable of assessing the project and UNCTAD’s role in general in the region. A few of them offered their brief opinion of UNCTAD on email which was accepted. However, the limited possibility to consult with the private sector is a limitation to the evaluation. It is however at the same time an indication of a low private sector engagement in the project, despite the private sector being identified as a key stakeholder group for the project. A generic interview guide is included in Annex 3.
30. **Online survey to project participants:** An online survey was submitted to all participants from the regional and national workshops (from whom emails were available) primarily with the aim to obtain a broader view and perceptions of relevance, efficiency, effectiveness and sustainability aspects of the project. In order to mitigate a low response rate, the survey was kept short and estimated time for response was 10 minutes.
31. A total of 140 participants were invited to complete the survey, out of which 46 completed the survey (a response rate of 32%). Men represented 74% and women 26% of the survey respondents, hence a gender gap also exists in relation to the survey participants. All workshop participants were reminded of the survey by several follow-up requests.
32. As illustrated in Table 2, geographically, participants from Mozambique and Mauritius were over-represented with 28% and 24% respectively comparing to participants from Zambia who only represented 11% of survey participants respectively. As this may influence the survey results, differentiation will be made in the analysis when there are major differences in results across countries.

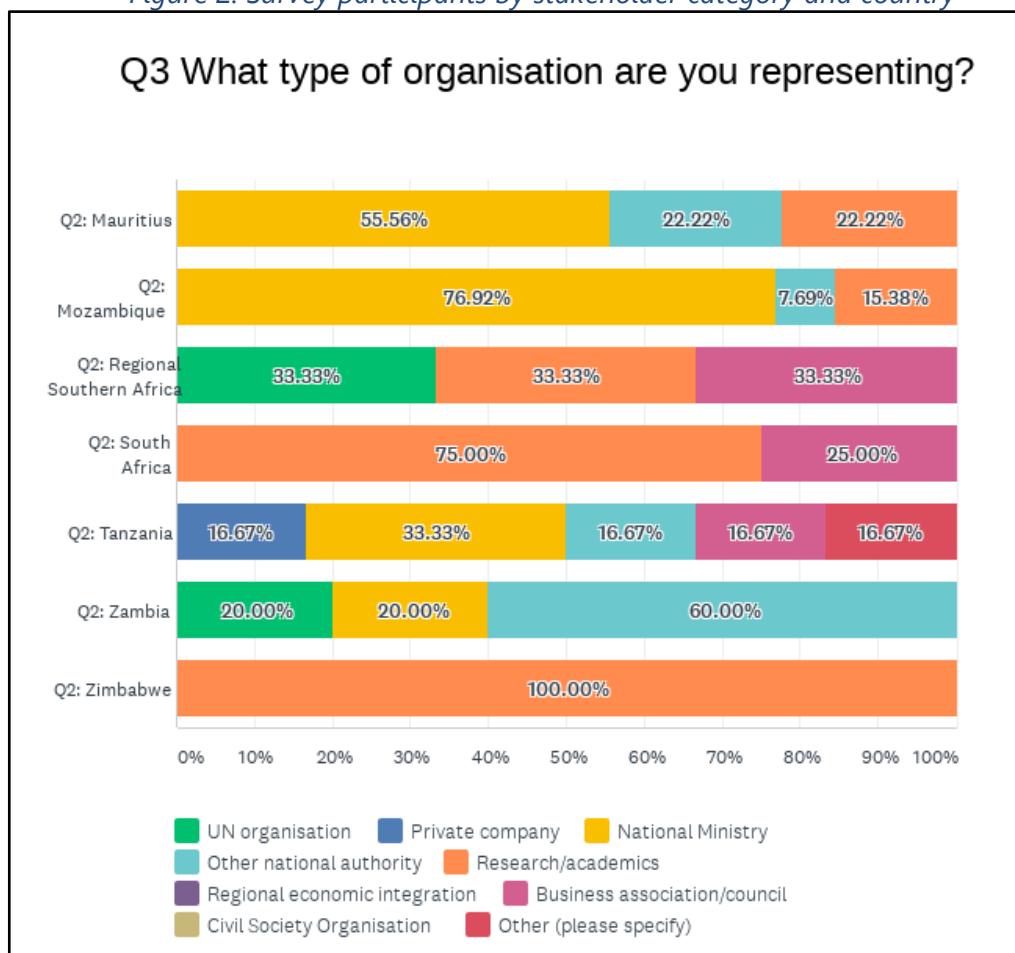
Table 2. Survey participants per country (female respondents in brackets)

| Country | Participants (f) | % |
|----------------------|-------------------------|-------------|
| Mauritius | 11 (3) | 24% |
| Mozambique | 13 (5) | 28% |
| Reg. Southern Africa | 3 (1) | 7% |
| South Africa | 4 (1) | 9% |
| Tanzania | 7 (1) | 15% |
| Zambia | 5 (1) | 11% |
| Zimbabwe | 2 (0) | 4% |
| UK | 1 (0) | 2% |
| Total | 46 (12) | 100% |

33. Figure 2 illustrates survey participants per country and stakeholder categories. National ministries in Mozambique and Mauritius represent the majority of survey respondents whereas respondents in Zimbabwe and South Africa are mostly from academia. In Zambia, the category “other national authority” is best represented (in Zambia, the independent Zambian Development Agency, under the Ministry of Commerce, Trade and Industry, has been the national counterpart to UNCTAD). Only one representative from the private sector (from Tanzania) has completed the survey but three representatives from business associations (Tanzania, regional Southern Africa and South Africa) have also completed the survey. Tanzania

has the most diverse stakeholder group which is an advantage considering the difficulties by the evaluation to identify persons for interviews here (as mentioned above). There are no representatives from civil society from any of the countries which is not a surprise since they have not been considered a key stakeholder group in the project.

Figure 2: Survey participants by stakeholder category and country



34. **Direct (virtual) observations of project-related activities:** During the inception phase, the evaluator attended (virtually) the launch of the new Industrial Policy in Mauritius. Here it was possible to observe the types of interaction UNCTAD and partners had and further understand how the Government of Mauritius has been supported by UNCTAD.

Limitations to data collection and analysis

35. The availability of monitoring data, observations and assessments from the project interventions have been quite limited and has made it challenging to populate the full “contribution story” from UNCTAD’s project support. Progress reports have been made available to the evaluator; however very little data has been systematically tracked. Basic information of whom participated in the workshops is included in attendance sheets, but no tracking system has been established to allow for a quick overview. An analysis of whether the right participants were included (per gender, stakeholder category etc.) has therefore not been possible to conduct. At the very end of the project, an assessment was conducted of questionnaires filled in by workshop participants, immediately after completion of the workshops. This has provided a consolidated understanding of the level of satisfaction with the organising of the workshop and the key topics presented. However, there is no documentation on use of learning and feedback from one workshop for

preparation of subsequent workshops. Apart from this, project progress is tracked on a more narrative basis and other data has not been available.

5. Key findings

Relevance and appropriateness to regional and national needs

36. The project design refers to the SDGs and in particularly SDG 8 and 9 to “Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all” and “Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation”. Thus, there is a focus on inclusive economic growth, industrialisation, employment and decent work for all as well as innovation.
37. The project is fully aligned with the focus on *economic growth* and *industrialisation* which is analysed and elaborated in the project document and the document review. Survey results and interviews confirm that this has been at the core of the project. Focus on *inclusiveness* and *decent work for all* is less explicitly reflected. The project document refers to the need for ensuring more inclusiveness in economic policies in order to make them sustainable. While this need has been confirmed by the majority of the key stakeholders consulted, the project design does not provide a suggestion for *how* this will be ensured in the project and *who* it is that needs to be included.
38. No gender or vulnerability analyses have been conducted to understand who is left out of economic growth and the project document only includes a few considerations on how policies can support women’s engagement in the economy. There is no reference to human rights in the project document and it is not a declared target to promote gender equality. Thus, SDG 5 on gender equality is not explicitly mentioned neither as a direct goal in itself or as a cross-cutting goal.⁸ UNCTAD has highlighted gender equality as a core priority and has published substantially on this topic⁹ but this priority is not reflected in the project design. Without considering how to include women’s participation in the economy it is difficult to argue that development policies are *inclusive*. Hence, although the project aligns with the SDGs the focus on inclusiveness is not fully reflected in the design which has had an impact on the implementation and results achieved.
39. The project was initiated in 2016, one year after the SADC Industrialisation Strategy and Roadmap 2015-2063 was agreed upon in Harare in April 2015. There is however no direct reference to the SADC Roadmap in the project document which is surprisingly since SADC is one of the core partners in the project set-up. The SADC Roadmap is built around three overall pillars: Industrialisation, Competitiveness and Regional Integration with the overall aim of transforming the economy and ensuring inclusive long-term modernisation.¹⁰ The UNCTAD project is aligned with the Roadmap concerning industrialisation and regional integration but also in terms of emphasising public-private partnerships and evidence-based policies. Inclusion of the private sector in policy development is explicitly highlighted in the UNCTAD project’s logical framework and in core activities (fact finding missions, workshops, etc.) and the private sector is referred to as a key stakeholder group. Contribution to SDG 17 on global partnerships for sustainable development is also a declared target of the project. Private sector involvement has however varied quite a lot in the project activities, and the strongest participation has been in Mauritius.

⁸ In order to ensure inclusive and sustainable development, gender equality in economic development is highly relevant. One study for instance shows, that 50% of Africa’s combined population are women, but in 2018 only 33% of the continent’s collective GDP was generated by women. UNIDO also refers to the potential of involving women and how the global GDP could increase with 25% by 2025 if women played the same role in the labour market as men.

⁹ <https://unctad.org/topic/gender-equality>

¹⁰ SADC Industrialization Strategy and Roadmap 2015-2063, Approved by Summit in Harare on 29th April 2015.

40. UNCTAD has complemented the work SADC is doing on regional integration and both organisations have benefitted from each other in terms of research results and exchange of data. UNCTAD has been able to use data collected by SADC and on the other hand UNCTAD has funded relevant research that also SADC and national governments can apply in their further work. However, while the SADC Roadmap provides suggestions for sectors and areas that are suitable to also enhance youth and women's employment the UNCTAD project does not explicitly align to these sectors or refer to the analysis conducted by SADC. There has been no inclusion of neither labour nor women's rights organisations in the UNCTAD project which could have ensured a continuous focus on these areas.
41. In terms of **national needs and relevance**, there is a broad consensus among key stakeholders about the high relevance of the project and the increased interest from policy makers to define policies that can support diversification of economies and regional integration.¹¹ All countries included in the project have signed or ratified the African Continental Free Trade Area (AfCFTA) during the project period and hence there is an enhanced focus on improving inter-continental trade and regional integration. Interview persons have emphasised the excellent timing of the UNCTAD project in view of both the SADC Roadmap and the AfCFTA process, and thus the readiness of policymakers to focus on economic policy development. This is further confirmed by formal and informal requests for additional support from national governments (notably Mozambique and Mauritius) during the project implementation period.
42. It is notable that the selected countries did not have a substantial involvement in the project design process. While the project document emphasised that informal consultations were conducted with Tanzania and Mauritius and meetings were conducted in Geneva, interview persons were not substantially involved in the actual design of the project. According to the project document, the target countries were selected due to their geographical characteristics, their productive structures, their initial interest, and availability of statistical data. While it is recognized that not all countries could be included in the project and thus a selection had to be made, it must at the same time be assumed that a thorough consultation process with national key stakeholders on their needs and priorities at the project design stage, could lead to increased national and regional ownership. Likewise, participation in the design phase is fundamental to apply with a HRBA to development. While, a thorough consultation with national stakeholders will require funds that will only be available after approval of proposal, the project could have benefitted from a more thorough consultation process as part of the inception phase to make sure that the research commissioned and sectors selected would be of highest relevance and interest to the participating countries.
43. Extensive consultations took place both in Geneva (with the missions) and in Nairobi (with ministries and high-level policymakers back-to-back to UNCTAD XIV) to identify the key sectors to analyze and generate a consensus on that. Following that, discussions with experts and academics took place (mostly in September 2016 in the occasion of the launch of the Trade and Development Report 2016 in Johannesburg) to validate the political choice also from a technical vantage point. In view of this, especially the selection of the mining and energy value chains may look somewhat puzzling, despite research work showing a high potential for regional value chain development within these sectors. First, the project document assumed a move away from these traditional (male-dominated) sectors, including with a view to support women's employment opportunities. Second, while all countries committed to work on the selected value chains (see more discussion in 5.2), individual support requested by the countries' later on focused mainly

¹¹ In the online survey, 85% of the respondents either "strongly agreed" or "agreed" that the UNCTAD project support had responded to the overall needs of their country to formulate industrial and development policies. Only 5% disagreed.

on other sectors (textiles, rubber, plastic, chemicals) than on the ones researched in value chains (energy, mining, agro-processes).

44. In this regard, it must also be noted that it was a preference for the project to include rather different sectors (in terms of technology, capital intensity, labor requirements and pre-existing integration) such as agro-processing, mining equipment and energy in order to draw lessons as wide as possible and maximize its overall impact (within and beyond the region). In addition, energy is considered a critical enabler of regional value chains (since an adequate energy provision represents a necessary condition to generate employment across the board) and as such it was examined all along the project. With regards to the mining sector, the intention was to focus on mining equipment (and not on the simple (male dominated) extractive activity) since it was seen to offer important opportunities of technological transfer and uptake. Finally, the fact that follow-up activities have been undertaken in sectors different from the three at the heart of the original project could be seen as a natural expansion of the project engagement in the region since follow-up of value chains work can take place either vertically (deepening the work on the chains initially examined) or horizontally (widening the scope of the project and extending the activities to other regional value chains).
45. The project is well anchored within UNCTAD's unique mandate in the UN system to support an integrated and holistic approach to trade, development and finance to foster sustainable development. In this project design, UNCTAD addresses these issues in a mutually complementary fashion, including through its technical cooperation activities. The project also links well to UNCTAD's mandate to conduct research and policy analysis, consensus building, and technical cooperation.
46. Of particular interest in this project, is the interface between UNCTAD and UNIDO, which also has an industrialization mandate. The two organisations' support to industrial policy development in the region is closely related. The major difference is to be found in the geographical scope and focus of the two organisations' work. While UNIDO's work focus mainly on the country level (and the organisation has country level presence), a key concern for UNCTAD's project is to link the country work to the regional level. Thus, instead of duplicating efforts, UNCTAD has built further on some of UNIDO's work at country level (e.g. in Tanzania and Mozambique) and used this as leverage, also to the other countries in the region.
47. **UNCTAD's key comparative advantage** for implementing this type of project is related to its substantial research methodologies and linkage of research findings to policymaking. UNCTAD is respected for its recognized research approaches as well as its international best practices on research methodologies. UNCTAD has provided substantial research on the industrial policies and regional value chains and is applauded for using regionally based research organisations and to the extent possible also looking for opportunities to involve national research organisations. Thus, a large number of research studies have been commissioned at the national and regional level to inform policy development and prepare for the national and regional workshops. This is emphasised by several key stakeholders as essential to build the regional knowledge base as well as capacity building for research organisations. It is also indeed relevant for the enhanced engagement of research organisations involvement in policymaking and creation of linkage between researchers and governments.
48. At the same time, compared to other actors, UNCTAD is by key stakeholders perceived as a neutral partner and a convenor of multi-stakeholder engagement. A flexible and proactive approach by UNCTAD's project management has also been highly appreciated by the key stakeholders in this project. One disadvantage of UNCTAD, that is pointed out by various key stakeholders, is its lack of presence on the ground which makes it challenging to follow-up e.g. with national governments. In order to mitigate this risk, UNCTAD has made useful alliances with organisations with on-the-ground-presence, such as UNIDO (see further elaboration of the UNCTAD-UNIDO relationship/alliance above and in Section 5.7).

Results and goal fulfilment

49. Table 3 illustrates the outputs expected according to the project document and actual deliverables. The project has successfully completed all planned key activities although some adaptations have been made along the way.

Table 3. Expected and achieved deliverables/outputs

| Expectation (from ProDoc and extensions) | Deliverables |
|---|---|
| Country level preliminary and fact-finding missions | Background studies have been completed for all countries. Fact finding missions to target countries were not conducted due to time constraints, instead stakeholder consultations with bilateral partners were conducted during regional conferences and workshops. |
| A Policy Dialogue regional workshop will be organised in South Africa | Organising and conducting of regional policy dialogue workshop in Pretoria (March 2017) |
| Four national workshops will be organized in the target countries | Four national workshops were organised and conducted (during 2018 and 2019) |
| Policy brief | Policy briefs from Tanzania and Mozambique have been prepared. In Mauritius, the Industrial Policy and Strategic Plan for Mauritius 2020-2025 was developed and in Mozambique two strategies were developed to further operationalise two out of four areas in the Policy and Industrial Strategy (PEI 2016-2025). |
| Teaching modules for the national workshops | Teaching modules have been prepared based on the background analyses. |
| On-line consulting provided to policymakers in target countries | Communication has mainly been through the Country Mission Representatives in Geneva, who have further liaised with national government representatives in their respective country. Communication with in-country project stakeholders has mainly taken place in relation to the national and regional workshop events. Limited ad-hoc project communication in-between these events. |
| A follow-up regional workshop will be organised in South-Africa | A policy consensus building workshop in Dar-es-Salaam (December 2017) was conducted where an outcome document was agreed upon. Policymakers pledged to promote regional value chains in three areas: mining capital equipment, agro-processing and energy sustainability. |
| Handbook emanating from the project will be prepared and published to disseminate the lessons learnt. | Handbook developed and ready for publishing in late 2021. Will be disseminated through webinars. Mainly expected to contribute to regional integration efforts, also outside the region. It is also expected to be applied in academic courses on development economy. An additional volume on COVID-19 planned to be published and disseminated in early 2022. |

| | |
|--|--|
| Two studies on the economic impact of COVID-19 in Southern Africa and on the possible domestic and regional policy responses | Two studies on industrial policies and regional value chains post-COVID-19. |
| Extension | Deliverable |
| Develop regional value chain in the textile sector | Background paper and analysis of the textile and clothing sector in Tanzania was completed. |
| Support the drafting/revision of industrial policy strategies in Mauritius and Mozambique | Industrial Policy and Strategic Plan for Mauritius 2020-2025 drafted and two strategies for tannery/leather industry and chemical, rubber and plastic industry were developed for Mozambique |

50. The project has been implemented in three main phases:
- Regional 2016-2019
 - National 2019-2020
 - The COVID-19 emergency 2020
51. During the regional workshops, background studies produced on critical integration areas identified within the supported countries (agro-processing, mining equipment and energy provision) were presented by the authors (mainly academics and researchers) and discussed. How these sectors were selected for research is however not well-documented and as discussed under relevance a bit puzzling given the intention expressed in the project document to move away from mining and energy. The *first workshop* (in Pretoria) mainly served to kick-off the inter-governmental discussion process and as a means for strengthening of the interaction between academics/researchers and the policymakers and encourage evidence-based policymaking. The *second workshop* (in Dar-es-Salaam) led to more concrete progress in the inter-governmental negotiation process and resulted in production of an *outcome document*, adopted by the participating countries endorsing a series of specific policy measures.
52. Following the two regional workshops, the *national phase* was implemented with the intention to build national capacity. National workshops have been conducted in all the countries and supplemented with individual support to Mauritius, Mozambique and Tanzania realised due to the project extension and additional budget. The Industrial Policy Strategy 2020-2025 in Mauritius was completed and launched in December 2020 and this is one of the biggest achievements of the project. In Mozambique the implementation of the Policy and Industrial Strategy (PEI 2016-2025) has been supported through the UNIDO programme with technical support to strategy development of the tannery/leather industry and chemical, rubber and plastic industry. In Tanzania, the project aimed at attracting Foreign Direct Investment from Mauritius to the textile and clothing sector by developing a background analysis of the sector. While there were good intentions from UNCTAD and investors from Mauritius, no investments materialized.
53. The **COVID-19 phase** had as its overall objective to “enhance consciousness on the importance of regional coordination responses to the COVID-19 crisis and identification of priority actions.” Activities included two studies on impact of the pandemic on industrial policies, the roles and responsibility of states and markets as well as new opportunities in the region for regional value chains (food and medical supplies).
54. The publication of a **Final Handbook** containing all the background studies produced during the project plus some additional important contributions from key actors of the region have been finalised and is ready to be published. This is also the case for the COVID-19 studies that

were included as a direct response to the pandemic. These will be published as a second volume of the handbook in early 2022.

Outcomes and targets

55. In order to achieve the outcomes and targets established, the workshops have been essential. The workshops have provided the framework for building capacity and skills and participants' assessments of these are therefore essential. The overall feedback is that the workshop events have been well-organised, interactive, multi-dimensional and practically oriented. This is confirmed by both survey results and interviews with participants from the region. In addition, the participants emphasised the importance that high-level and influential Government people (e.g. the Permanent Secretary and Directors) were attending the workshops in order to ensure continuity and follow-up to the process. Some participants found that more time could be needed e.g. to include study tour/visit to companies to fully understand facts on the ground and barriers companies meet.
56. This same positive perception was expressed by the participants' reaction immediately after their participation in the national workshops: 75% of respondents considered the workshop to have met their expectations in terms of skills/knowledge gained for formulation of industrial policies, and the remaining 25% responded "somehow"; not a single participant responded "no".
57. Participants found that the national workshops provided more concrete instruments and tools to them than the regional workshops. Stakeholders highlighted that the national workshops allowed them to talk to specific stakeholders and provide feedback on more concrete topics. On the other hand, the outcome document agreed upon at the regional workshop in Dar es-Salam has been praised by several interviewed stakeholders as it actually led to some agreement among participating countries which is not that common for workshops in the region. It is however difficult to assess to what extent this document has steered the subsequent work nationally and how it has been followed up on in later consultations with the individual countries.
58. According to UNCTAD's progress reporting the outcome document has been essential for steering the national workshops. Although, the sectors identified at the regional workshop have been included in the background studies, the specific requests from national governments in the extension phase of the project have concerned different sectors. This is an indication of national governments' needs being different from what was included in the background studies, limiting the relevance and potential usefulness of these studies in a forward-looking perspective (see also the relevance section).
59. Participants from the regional workshops also requested the wish to operationalise further e.g. through a 'show case' of one specific regional value chain. Although not originally included in the project design, this idea was explored by the project in the textile sector in Tanzania, where industrial and private sector representatives from Mauritius were invited to discuss opportunities for joint initiatives. This included their participation in the national workshop in Tanzania. In the end, this pilot attempt to establish a "mini" regional value chain case between Tanzania and Mauritius did not work, as the representatives from the private sector in Mauritius were not interested to financially pursue this opportunity further. Thus, there is still need for further operationalisation and practical showcasing of the regional value chain concept.

Skills development

EA1: Enhanced capacities of policymakers in selected countries in formulating productive development policies which will foster the process of economic diversification and structural transformation.

IA 1.1

75% of participants of project activities indicate that they are better able to **formulate productive development policies** to further **economic diversification** and **structural transformation** by using the **knowledge gained through the project**

IA 1.2

Initial steps have been taken in improving the **productive development policies in 3 out of 4 target countries**

60. The project has successfully contributed to enhancement of skills for policy development and the target of "75% of participants of project activities indicate that they are better able to formulate productive development policies to further economic diversification and structural transformation by using the knowledge gained through the project" has been fulfilled. 80% of the survey respondents belonging to the category of "national authorities" found that the project has led to either a "large improvement" or "some improvement" in their knowledge/related to the subject of "economic diversification and structural transformation".
61. This finding is backed up by the responses provided by the national workshop participants to a questionnaire distributed immediately after each of the national workshops to the participants: "Have you gained a better understanding of the process of structural *transformation*?". Out of 90 respondents, 89 participants responded yes and just one (in the case of Mauritius) responded no. This finding is further supported by survey responses to the question on whether "*policymakers in their respective countries have obtained an enhanced understanding on the function of/need for industrial and development policies*": 80% of all survey respondents either "strongly agree" or "agree" to this statement. While most of the survey respondents "strongly agreed" or "agreed" that "critical policy developing capacities had been developed" within their country due to the project support, differences are found in the responses across countries. Most positive are the responses from Mauritius where more than 80% "strongly agree" or "agree" to this, while Zambia lies in the other end of this spectrum with 60% of the survey respondents either "strongly disagreeing" or "disagreeing" to this statement. Tanzania and Mozambique lie in between.
62. The vast majority of the policymakers have been able to apply their new skills for policy development acquired from the project. 75% of the survey respondents from the "national authorities" category found that they either to a "large extent" or "some extent" had been able to apply their new skills for policy development. This is in line with the expectation of the national workshop participants immediately after the workshops were conducted: here more than 80% of the respondents found that the knowledge/skills gained on the formulation of industrial policy would be useful/applicable in their work afterwards.
63. The major limiting factors for workshop participants' ability to apply their new policy development skills have been related to decisions by their management to focus and prioritise budget, manpower and resources differently. 45% of the survey respondents from "national authorities" found that the allocation of budget, manpower and resources to policy development within their institution was inadequate and 35% found that their management/organisation focused more on other priorities. This was also confirmed by interviews where e.g. Mozambique is challenged by lack of budget to implement their Industrial Policy. UNCTAD has supported the implementation of two out of four areas listed in the policy by developing strategies for implementation. However, two areas are still not concretized due to lack of funds and hence far from being implemented. Only 10% of survey respondents found that there had been no limiting factors at all.
64. While some important capacity gaps have been addressed by the project, critical areas of technology and skills development are still of concern within the countries and will require

further technical capacity and assistance. While two thirds of all survey respondents find that the technical support provided by UNCTAD experts has filled all critical capacity gaps, another third either disagrees or have doubts about that. However, there is an overall appreciation among the project participants, that the project has managed to move the bar and put a spotlight on which specific skills and capacities are required to formulate and develop sustainable economic policies/industrial policies. The research element has been a major contributing factor to that.

The enabling environment

65. Multi-stakeholder engagement in policy development processes has been successfully introduced by the project. 75% of the survey respondents either “strongly agree” or “agree” to this. The interview process revealed that this to a large extent relates to the project’s ability to bring researchers and academic staff to the workshops as well as representatives from business organisations and civil society groups. However, several interviewees expressed a concern that the private sector was only marginally represented and less visible in some of the workshops (e.g. in Mauritius they were well represented but otherwise representation was limited). Also, it has been mentioned by stakeholders that women’s organisations and labour unions have not been included in the workshops. None of the respondents of the current survey has registered as a CSO and only one private sector representative participated. Although this could be a coincidence it is likely that only a few of such organisations and companies were present at the workshops.
66. There is a mixed view across the four countries on the extent to which the project has contributed to an enhancement of the “coordination of national policy development processes”. While the survey respondents from Mauritius present the most positive view with above 80% of the respondents either “strongly agreeing” or “agreeing”, in Mozambique it is just above 60% and in Tanzania down at 50%. From Zambia, 60% of the respondents either “strongly disagree” or “disagree” to the statement. These mixed ratings partly reflect a different level of project support provided by UNCTAD to the four countries at the time of the survey, and partly important differences in the contexts and level of institutional development. In particular Mauritius, being a relatively small island with more developed institutional relationships, presents a much stronger case for such coordination processes.
67. Similarly, the level of policy dialogue and public-private sector engagement is still found to be rather weak in all of the countries, except from Mauritius. The project has not been in a position to strongly influence this: 40% of the respondents from “national authorities” found that they “only to a limited extent” or “not at all” had been able to apply their new skills/knowledge in relation to policy dialogue and public-private sector engagement. The interview process confirmed this. Again, with the exception from Mauritius, the countries are characterized by having inherent strong political and economic power structures and a high level of mistrust between policymakers and the private sector, which will require stronger and more targeted efforts to influence.
68. Workshop participants express that a lot still need to be done in the policy space. Policymakers need to understand that policies are not just paperwork and putting up nice ideas on paper but rather to allocate adequate resources to the developed policies and implement those policies. Otherwise, it becomes a mere waste of time as one of the interview persons expressed it. Also, a survey participant states that *“critical policy developing capacities have been developed in my country due to project support but our needs are many, and we still need more technical support”*. Interviews supported these statements by also expressing a need for additional follow-up support in implementing strategies developed.

Concrete steps towards development of productive policies in the target countries

69. The UNCTAD project has contributed importantly to development of the structural transformation programmes and productive policies in the targeted countries. Three out of four countries have developed policies and UNCTAD has thereby fulfilled its target.
70. As mentioned above, UNCTAD has conducted background studies of the textile sector in *Tanzania* in order to support development of concrete value chains. The two studies that UNCTAD prepared in that context is now planned to be used a base for a new textile policy framework that the Government of Tanzania is currently working on with the support of UNIDO. This will also strengthen the sustainability aspect of the project in the country.
71. For the case of *Mozambique*, the industrial sector has benefited from support in the development of the capacities of decision-makers to implement industrial policies as well as from support in the development of the value chains of the chemical, rubber and plastic sectors, where studies have been prepared. National stakeholders indicated that this has increased viability of these chains since key focus areas have been identified and it has become clearer which barriers need to be addressed. Language challenges have however been a hindering factor since the studies are in English and only a few key stakeholders master English. At the same time, the COVID-19 pandemic prevented the researcher to present main findings in Mozambique (where interpreters would have been available) and thereby it has been challenging to engage in multistakeholder consultations on the study findings.
72. In *Mauritius*, UNCTAD has supported the development of a new industrial policy (launched in December 2020). After having attended a workshop in Tanzania, *Mauritius* came with a request to UNCTAD for support to develop a similar industrial policy. Despite Mauritius being rather different from Tanzania in many ways (an island with much stronger public-private sector relationship, a constant dialogue, and frameworks in place), the model that had been used for the support to Tanzania could still be calibrated to the Mauritius context. At the same time, Mauritius came with an open-minded attitude, looking for guidance. Since Mauritius already had a certain capacity and data/statistics available, the UNCTAD support mainly focussed on provision of the international perspective. Based on interviews with key stakeholders, it is estimated that ministry staff contributed at least 50% of the input to the policy development process, including a genuine respect of private sector participation. The latter was ensured through regular involvement of private sector actors, who have a good relationship to the ministry.
73. *Zambia* is the only country of the four involved who have not requested follow up support to any concrete policies. In general, the project has generated relatively less interest and opportunities in Zambia compared to the other three countries. Different factors have contributed to this. First, changes in key personnel in Zambia during the project implementation period has challenged the communication flow. Second, the national workshop in Lusaka generated less interest from stakeholders, compared to the other three national workshops. This is partly explained by the selection of sectors (which by some stakeholders were considered less useful for Zambia than for the other countries). Third, the relationship in Zambia between the government and the private sector representatives is less well developed (less trust established) compared to the other countries. Finally, political economy aspects were not adequately considered for the planning of the national workshop and affected the workshop outcome (some of the research that was presented became politicized). Thus, the project has not generated a similar dynamic within Zambia as in the other countries and this has also affected the country's contribution to the regional value chain development process.

Regional integration

EA 2 Improved capacity of policymakers to coordinate productive development policies in order to promote linkages into regional value chains for productive transformation and increase intraregional trade.

IA 2.1

75% of policymakers in target developing countries indicate that they are better able to **coordinate** their policy efforts to **increase their participation in regional value chains and bolster trade** based on the pragmatic policy brief and regional workshops delivered by UNCTAD.

IA 2.2

High level policymakers in **3 out of 4** selected developing countries **endorse policy options** proposed during the regional workshops

74. Through the regional workshops, the UNCTAD project has emphasised the need to deal with skills and infrastructure gaps (e.g. energy) as part of productive policy development. This has been an important message taken back by the participants at the workshops and has catalysed continued discussions at the national levels. Around 70% found that the project had led to "large or some improvement" of their skills on "trade and regional integration" and "regional value chain development."
75. The endorsement of the Outcome Document at the regional workshop in Dar es-Salaam by high-level policymakers from all targeted countries has constituted an important commitment to the project at decision-making level. This is evidenced by participation of high-level government representatives to the national workshops and requests from the governments to UNCTAD for continued support. Many of the policy implications contained in the outcome document are cross-sectoral in nature which bring the potential outcomes (and impact) of the project well beyond the initial sectors of reference.
76. While there is a perception among the key stakeholders that the project has managed to bring the regional debate to a higher level, it is at the same time acknowledged that the regional dimension has taken place mostly at advocacy level. The survey responses are relatively positive on the regional dimension. 80% of the survey respondents from "National Authorities" either strongly agree or agree that the project has been an important catalyst for *enhanced regional trade integration* and that their country is taking concrete steps to *increase participation in regional value chains*. When looking at differences in responses across countries, Mauritius is in the top with more than 80% either "strongly agreeing" or "agreeing" while Zambia is in the lower end with 60% "strongly agreeing" or "agreeing". Tanzania and Mozambique are in the range in-between these. This again reflects the contextual differences and the support provided by UNCTAD.
77. At a time where the targeted countries are still looking for concrete opportunities for regional value chain development, the project has introduced important steps in this direction. There was a general perception among the persons interviewed by the evaluator, that trade integration in the region is still mainly at the discussion level, and very little has happened in practice. Rather, there appears to be a tendency towards the opposite direction i.e. an increase in the number of introduced barriers and protection measures within the countries (e.g. introduction of additional exceptions from trade agreements, tariff issues, high transport costs etc). It is still considered fundamental that these structural barriers are removed/diminished to provide incentives for regional trade development. In addition, while the level of knowledge sharing and policy development on regional trade issues has a high attention, fundamental structural challenges at the company level also needs to be dealt with. There is generally limited collaboration among

companies in the region and the owner structures within some of the main sectors (e.g. mining) further complicate development of functional regional value chains.

78. Interviews with key stakeholders reveal that the ability of the project to present the nature of regional value chains and the requirements of research and data collection processes, has been critical to catalyse the dialogue among policymakers. Although regional value chain development has also been an issue for discussion in other fora (e.g. in SADC), these discussions have been of more general character and with a less operational scope. The outcome document is emphasised by stakeholders as the most concrete outcome of the regional workshops and the WB showed interest in funding a follow-up phase to support implementation. However, funds were never realised and little additional follow-up was provided by the project to the document at the regional level.

M&E and learning

79. The project theory and the results framework are easy to understand and logically built. The two project outcomes focus on enhancing capacities of policymakers to conduct and coordinate evidence-based productive development policies on the national and regional levels respectively. There are some links that are not fully explained, though, and some aspects in the change theory are a bit simplified (see also discussion in Section 5.6 on gender equality, vulnerability and rights).
80. Workshops play a crucial role in the project. However, workshops can only be truly influential and lead to change if the right mix of people are gathered and capacitated to drive the change process. Therefore, the outcome of these workshop - and the subsequent change in attitudes/behaviour, skills/knowledge and ultimately policy development - relies heavily on who participates in the workshops. Thus, collection of data and information on the workshop participants is crucial to be able to track possible results from these events as well as to allow for an ongoing critical assessment of whether other types of stakeholders need to be included.
81. The UNCTAD project has collected lists of participants at the workshops with names and position, organisations and contact details. While these lists are useful to get an idea of what organisations participated, there is however no collection of basic data on the participants such as gender, age, seniority in the organisations they represent, management or regular staff level etc. Therefore, it has not been possible to critically assess the composition of participants and analyse whether it has been a proper mix of participants that have attended the workshops.
82. After completion of each of the four national workshops, questionnaires have been filled in by workshop participants and collected to understand participants' satisfaction with the workshops (but not to understand who the participants were). The questionnaires have focused on answers to five specific questions divided along three categories: (i) general evaluation of the event; (ii) understanding of the process of structural transformation; and (iii) usefulness of the notions learnt to formulate industrial policies.
83. According to the project document, the intention was to analyse the questionnaires after each session to inform the remaining workshops to be conducted. However, there has not been any systematic follow-up on the learning from these events. Instead, the results of the questionnaires have been synthesized at the end of the project. Thus, there is nothing documented on how learning has taken place from one event to another and a rather similar set-up and agenda has been replicated in all four countries.
84. There are only a few records available from the workshop events. National workshops were not intended to generate agreements but rather focus on capacity building, thus minutes were not considered essential (apart for the case of Mauritius where the workshop served as a first step towards the realisation of the Industrial Policy Strategy). For the regional workshops, the official outcome document adopted in Dar es-Salaam contains precise information on the policy consensus reached. Here three areas for regional value chains were defined (mining capital

equipment, agro-processing and energy sustainability) and what needed to be prioritized in the collaboration. Under each area, intentions for collaborations were established and key points pointed out in terms of needed skills development, the regulatory framework, enhancing linkages across and within countries to local manufactures and knowledge sharing.

85. As mentioned above, the Handbook - containing all the background studies produced during the project plus some additional important contributions from key actors of the region - is the main learning aspect built into the project. The intention is to gather project experiences in one publication to reach practitioners as well as targeting economic development students at universities. Hence, the learning potential targets future economics which is commendable. Internal learning loops have however not been sufficiently built into the project.

Work planning and management

86. There is full agreement among the project stakeholders that the project has been well managed by UNCTAD, and that UNCTAD has made good use of partners and partnerships to strengthen the implementation process (see also Section 5.7), although the periods between the workshop events challenge the communication and information flow. Some country representatives expressed a strong wish to be better informed on "what is happening" in between the workshop sessions, and they did not know from where to acquire this information. Other workshop participants found that they lost track and were not kept in the loop after they had attended a workshop event.
87. There is a strong consensus among the participants, that the organised workshop(s) have been both participatory and engaging. All survey respondents either "strongly agree" or "agree" to this statement. The interview process further confirmed that the workshop had been well managed and inspiring for the participants, and events they still clearly remember rather detailed discussions from, even now 2-3 years after. While the workshops have included participants from most relevant stakeholder groups, the balance and representation of some of these groups could have been better thought through. More than 80% of the survey respondents either "strongly agree" or "agree" that all relevant stakeholder groups were represented at the workshops. However, the interview process revealed that even though business associations and some private sector actors were present, the diversity of this group could have been better reflected at the workshops. For instance, while the vast majority of the border traders in the region are women and youth, representatives from these business groups were not included in the workshop events. The same goes for women's rights organisations, labour unions and other CSOs who have not been well represented either.
88. The balance between the different types of UNCTAD project activities (workshops, online support, technical support, research) is found to be good. This view is strongly supported by the project participants: More than 90% of all survey respondents strongly agree/agree that this balance has been adequate. During the follow-up interview process, it has been emphasised that the inclusion of academics/researchers, the easy access and smooth dialogue and communication with UNCTAD has been important. The online support provided by UNCTAD is however not well documented, thus difficult to assess.
89. There has been an adequate balance in the project between the regional and national focus. 70% of all survey respondents either "strongly agreed" or "agreed" to this and only 15% disagreed. The project's focus on the two levels (regional and national) has made it possible for the countries to link regional perspectives and opportunities to their national strategy and policy development process. In addition, it has provided opportunities to share and discuss with other countries in the region in an informal way, although it is also clear from the interview process that contextual factors and policy opportunities have varied across the countries within the project period.

90. While the sequencing of the workshops made sense, starting with the regional workshops to “set the stage” going forward to the national workshops with more explicit focus on capacity building, it would have made sense to end up with another regional event to weave ends together and with a stronger focus on practical solutions and experiences. This was requested from several interviewees, who would have preferred to see a more practical example (a showcase) included for a regional value-chain. A regional discussion was planned for based on the COVID-19 research studies, but this was not realised since travelling has still not been possible.
91. At the same time, elements related to “gender and vulnerability” etc. have been less intensively covered and discussed at the workshops. In neither the national nor regional workshops such topics were on the agenda and few stakeholders interviewed had examples of such discussions. Nevertheless, 70% of national and regional workshop participants agreed (57%) or strongly agreed (13%) that the workshops included explicit discussions of gender and vulnerability) whereas 10% did not know and 20% disagreed. This was an unexpected result since the project team has been rather explicit about the project not concerning gender issues and since the stakeholder interviews did not recall gender as a topic in terms of skills development. From a *sustainable* and *inclusive* economic policy perspective, it may be necessary in the future to strike a better balance between these economic and social elements in the workshop training, but this requires a targeted focus on such topics from UNCTAD’s side.

Adaptation to COVID-19

92. Due to the COVID-19 pandemic, it has been necessary to adjust some of the planned activities for the final stage of the project implementation. This includes, for instance, planned presentation events of research results in Mozambique, including translation facilities. Here, key stakeholders were supposed to be invited for discussions on how to implement the proposed strategies within their project. Since these physical events were cancelled due to COVID-19, the language barrier has become an even more important obstacle. The strategies have been developed in English and translation costs are not included in the budget. This has made it a huge challenge to involve a broader group of multi-stakeholders, beyond those that speak and read English and hence are able to understand the research pieces. The private sector has for instance been very difficult to engage, partly due to the language issues. In the case of Mauritius, the planned field missions and physical interactions with the regional consultant were also cancelled due to COVID-19, and the interaction took instead place online. While this has on the one hand limited the consultants’ ability to properly understand the national contextual issues, it also put more requirements on the national counterparts to fill in these knowledge gaps in the analysis. In the end, these adjustments turned out well and did not significantly impact negatively on the process and the deliverables.
93. Thus, the COVID-19 pandemic has been a great test of this UNCTAD project and its ability to adapt its activities to changing circumstances. It is notable that UNCTAD in this process has been adaptive and successful in reallocating funds within the project to commission two research studies on the economic impact of COVID-19 in Southern Africa and on the possible domestic and regional policy responses. This has provided not only challenges but also opportunities for the regional integration process and the way forward, as COVID-19 has also led to changes in the patterns and dynamics of trade in the region. For instance, while production of animal feed, fish farming, poultry, citrus and fruit trees etc. were generally progressing well from a regional trade perspective before COVID-19, this pattern has been drastically hampered by the pandemic. Import and export opportunities have been hindered by closing of national borders, logistical

challenges, lack of transportation etc. and some of the countries' restrictive lockdowns causing, for instance, a lack of stable foods and difficulties in importing food products (e.g. rice).¹²

94. Although all the countries have pledged a strong commitment to the regional integration process, a pandemic like the COVID-19 also illustrates the fragility of such processes during crisis situations. All countries have handled the pandemic their own way and often by closing the borders in order to prevent spread of the disease. South Africa, being the largest exporter of food in the region, has for instance closed its borders, preventing food to be delivered to neighbouring countries, thus aggravating food crises within these countries. Therefore, the COVID-19 pandemic has made it clear that solutions need to be found jointly within the region to reduce the risk for local food deficits in the future. This may involve a stronger focus on the inter-regional trade dimensions and on shorter food supply chains. This will obviously strengthen the interest for development of regional value chains and thus contribute to the objectives of the UNCTAD project.

Gender equality, vulnerability and rights

95. Gender equality and human rights are important mandates for the United Nations and UNCTAD.¹³ The promotion of these objectives and norms are expected in projects supported by the Development Account. According to the Development Account guidelines from 2015 it is recommended to identify dimensions of gender inequality and the extent to which women and men may be differently affected by the problem and require differentiated capacity development support.¹⁴ There is however little explanation of how and to what extent this should be done in the guideline. At the same time, the guideline does not explicitly mention human rights and applying a HRBA. On the other hand, it is a requirement of the Development Account evaluation guideline to mainstream gender and human rights at all stages of the evaluation as well as assess results achieved in this area.¹⁵ This contradiction needs to be kept in mind in the following section.
96. UNCTAD's gender mainstreaming strategy was developed in 2011.¹⁶ It outlines UNCTAD's definition of gender mainstreaming, the human rights framework it responds to, processes to ensure gender awareness in all UNCTAD projects etc. It is the responsibility of division directors to develop gender strategies and gender focal points are tasked to support directors in this regard. Also, new projects are to be reviewed by gender focal points. In practice there has been no consultations with gender focal points and the project has not been reviewed to ensure gender awareness. This indicates a need for further institutionalising the gender mainstreaming strategy.
97. As also mentioned under 5.1 on relevance, there has been limited integration of gender equality, human rights and consideration of vulnerable groups into the project design. The project document only includes a few considerations on how policies can support poor and vulnerable people and women's engagement in the economy and the design is based on a number of generic assumptions. Likewise, none of the targets in the results framework reflect differences

¹² Re-organising of Regional Food Value Chains in Southern Africa and implications of COVID-19, Working paper for UNCTAD, Shingie Dube and Simon Roberts, November 2020.

¹³ <https://unctad.org/topic/gender-equality>; Human Rights, Poverty and Governance in the Least Developed Countries: Rights-based Approaches Towards a New Framework of Cooperation, Contributions of the United Nations Office of the High Commissioner for Human Rights to the Third United Nations Conference on the Least Developed Countries.

¹⁴ Guidelines for the preparation of project documents for the 10th tranche of the development account, 2015.

¹⁵ UN Development Account, Evaluation Framework, October 2019

¹⁶ UNCTAD's Gender Mainstreaming Strategy

between men and women. The wording is kept gender neutral such as “participants” and “policymakers” and there are no established targets on what to strive for. Also, there are no reflections or targets in the framework on how to ensure inclusion of vulnerable groups.

98. The project document includes two specific assumptions concerning gender (as reflected in the ToC Figure 1 in Section 3). It is assumed that a move away from natural resource-based sectors such as mining and energy sectors will support women’s employment, however this assumption is not further elaborated. There are no discussions on which sectors could be prioritized to ensure that the focus away from mining and energy could actually support development where women, poor or marginalised people have better chances of gaining employment or taking part in the economy. The SADC Roadmap outlines specific sectors for high-value adding industries with potential for inclusion of women and youth such as services, manufacturing, horticulture, transport, energy, agricultural and trade industries, and such considerations could have been included in the analysis.
99. Adding to that, it is interesting that two out of three sectors identified for enhanced collaboration on a regional level are the mining and energy sector.¹⁷ Thus, the assumption of the project document does not hold for several reasons: 1) there has not been a move away from the mining and energy sectors but instead these sectors have been further explored by the project at the regional level; and 2) there have been no reflections on how to involve women in these traditionally male-dominated sectors. Thus, while focus on e.g. the mining sector has emphasised mining equipment and hence not the traditionally extractive and male dominating aspects of the sector, there is no explicit reflection on women’s involvement. This means that while women may be employed within the sector, this would be more a matter of coincidence than a result of a clear strategic focus by UNCTAD. The energy sector is indeed relevant to support development of other regional value chains but the lack of reflection on women’s involvement is outspoken as with the mining sector. Thus, while there are good reasons for exploring the sectors in a trade perspective for all the countries involved in the project, it is a missed opportunity to not consider how the sectors can benefit women’s employment by e.g. exploring how support services and SMEs related to mining and energy could be further developed.
100. The lack of focus on social inclusion in policy making is repeated in background papers and in research conducted as part of the project. Few of the background analyses or policy briefs mention gender or include any considerations on vulnerable and poor people. Interviews with key stakeholders, including the researchers, indicate that this has not been part of the research outline and therefore such discussions are not specifically included in the research products. According to interview persons and literature on the subject,¹⁸ there is also a lack of statistical data that allows for gender-disaggregating results which limits the possibility of including such aspects in research. Although this gap is a well-established fact, researchers will not necessarily investigate obtaining such data if it is not requested by the client and hence UNCTAD has an essential role to play in ensuring that such analysis is requested.
101. Although gender and vulnerability aspects are not clearly reflected in research pieces, power point presentations etc., responses from the online survey indicate that there have been discussions on gender and vulnerability aspects at the workshops at both national and regional levels (around 70% of the responses agree to this). Interviews with key stakeholders confirmed that especially social cohesion had been discussed at the workshops, but it was also clear that these discussions appeared on a more ad hoc basis and not due to UNCTAD pushing for such

¹⁷ Outcome Document, 2nd regional workshop on Transforming Southern Africa, Dar-es-Salaam, United Republic of Tanzania, 6 and 7 December 2017.

¹⁸ E.g. Gender and Trade, Assessing the Impact of Trade Agreements on Gender Equality: Canada-EU Comprehensive Economic and Trade Agreement, UNCTAD, UNWOMEN, ILO, EU, WEEMPOWER, 2020.

discussions. Interview persons did not identify promotion of gender equality and human rights as an explicit mandate of UNCTAD.

102. Several interview persons, especially from national ministries, indicated that gender equality and inclusion of poor and vulnerable people in policies are essential and especially in areas such as SMEs, skills development and employment policies.. The Industrial Policy and Strategic Plan for Mauritius 2020-2025 launched in December 2020 as a result of the UNCTAD support does include some explicit prioritisation of youth and women. According to interviews with national key stakeholders, in Mauritius the Ministry of Industrial Development, SMEs and Cooperatives already had competences within these areas before the UNCTAD support was initiated and the main contact person also serves as a gender focal point within the Ministry.
103. In the project design it is assumed that by involving women in the national and regional workshops, more gender-sensitive policies will be developed. Participation is indeed important (and in line with a HRBA) and allows for a variety of opinions and needs to be considered and included in the process. This goes for men and women but also in terms of diversity, to have the best possible reflection of a country's population included in the policy making. However, while participation of women *may* lead to more gender-sensitive policies, this is no guarantee and will depend on their qualitative participation and actual influence. There are many other aspects that will influence whether women are actually in position to influence policies including power dynamics, participants' positions, seniority, qualifications, role etc.
104. Although only 26% of the respondents to the online survey were women, other sources of information (e.g. the progress reports) indicate that women's representation in some workshops have been around 50%. This was also confirmed by the evaluator's observation of the launch of the Industrial Policy and Strategic Plan for Mauritius 2020-2025. Nevertheless, it is problematic that these data are not systematically tracked, especially since it is an assumption in the project that women's participation will lead to gender sensitive policies.

Partnerships and synergies

105. UNCTAD has benefitted tremendously from a number of formalised and informal partnerships for the implementation of this project. These partnerships have on the one hand helped UNCTAD with the practical implementation on the ground (since UNCTAD does not have field presence) while, on the other hand, they have enhanced the quality of the project through provision of targeted input and feedback during the implementation process.
106. UNCTAD has had a close collaboration and coordination with SADC, the key institution responsible for economic integration in the region, in particular around the policy dialogue process. As mentioned above, UNCTAD's project has complemented SADC's Roadmap very well, and SADC was also consulted in the process of designing the UNCTAD project. The UNCTAD project has been helpful for SADC to concretise and operationalise their "industrial policy" concept. Moreover, while regional value chains are at core of SADC's focus, progress in this area has been slow, as the countries' "industrial policies" have been mostly inward-looking. Discussions during the past 5-6 years have focussed around how to push the industrialisation agenda, which remains a key driver of prosperity in the region. Thus, the UNCTAD project came at an opportune moment for SADC, at a time when the thinking was developing on how to transform the economies in the region from being commodity dependent to pursue specific value chains/value addition.
107. The organisation of national and regional workshops has been done in partnerships with local counterpart institutions, host countries and regional commissions (e.g. ECA and its sub-regional office in Lusaka). For the preparation of background material for the national and regional workshops, UNCTAD has benefitted from the feedback of experts from other relevant UN and non-UN entities working on development policies and structural transformation. These

include in particular ILO, the OECD Development Centre and UNIDO. UNCTAD were already actively cooperating with these institutions before the project and important synergies have been created between the ongoing cooperation activities and activities undertaken within this project. The project has built further on the already well-established partnership between UNCTAD and the OECD Development Centre on the OECD Policy Dialogue Initiative on global value chains and productive transformation. One of the objectives of this initiative is precisely to provide joint policy support to developing economies. UNCTAD is also actively cooperating with UNIDO in the framework of the same OECD Policy Dialogue Initiative. Local offices of UNIDO have been involved in the preparation and delivery of the national workshops.

108. Finally, the project has included collaboration with international and regional experts on productive development policy and trade integration. The project has benefitted from their national and regional expertise and from their specific analytical work in relation to individual countries and the region. The experts have also contributed with feedback and peer-reviewing as well as with practical assistance to the workshops and dissemination of the developed products.
109. A number of other development actors are engaged in economic transformation interventions in the region. This includes multi- and bilateral actors such as the World Bank (WB), the European Union (EU), Food and Agricultural Organisation (FAO), USAID, Swedish International Development Cooperation Agency (Sida), German International Development Cooperation (GIZ) etc. The WB introduced their jobs and economic transformation (JET) priority in 2018. This priority is reflected in the Supporting Economic Transformation (SET) programme implemented by the Foreign, Commonwealth & Development Office (FCDO) (previous DFID) and the Overseas Development Institute (ODI). The programme is implemented in middle- and low-income development countries, including Southern Africa. Intentions have been made by the UNCTAD project to engage and exchange experiences with, particularly, the WB and the Commonwealth Office, but it has been difficult to make this work in practice, largely due to a combination of different scales and dimensions of these interventions and a limited ability of the UNCTAD project to follow-up with these other interventions on the ground.
110. USAID supports 15 SADC countries in economic growth by improving agricultural productivity, increasing trade, integrating climate change into policy and decision making as well as sound transboundary management of natural resources.¹⁹ GIZ and the EU are implementing the Sector project on sustainable economic development from 2019 to 2023. The objective is to use economic policy and private sector development strategies and approaches to implement the 2030 Agenda in a targeted way. Apart from that, Sida is leading the Donor Committee for Enterprise Development (DCED) Working Group on Market Systems Development (MSD) exploring how donors can support Economic Transformation (ET) by using the MSD approach.²⁰

Sustainability and ownership

111. The sustainability of the project interventions is closely related to the ability of the project to embed the productive development policy processes in the dynamics of the national and regional policy dialogues. While this requires a longer time perspective than the 4-year UNCTAD project, the sustainability of the project interventions is to a large extent also linked to UNCTAD's ability to link up to complementary, longer-term interventions in the region. As discussed in Section 5.7, UNCTAD has managed to establish and work through a number of strategic

¹⁹ <https://www.usaid.gov/southern-africa-regional/economic-growth-and-trade>

²⁰ Promoting Economic Transformation through Market Systems Development, Study for the DECD Working Group on Market Systems Development, 2019

partnerships and collaborations that provide prospects for sustaining the initiated processes. The partnerships with SADC and UNIDO are crucial in this regard but also the research linkages provide opportunities for continuation and further expansion of the project activities.

112. From a regional perspective, the benefits from a better regional integration and cooperation may lead to identification and support to development of potential regional value chains. In a wider perspective, this may encourage inclusion of additional regional value chains and/or that other non-participating countries will replicate the piloted model. Unfortunately, the UNCTAD project was not able to within its limited timeframe showcase a successful regional value-chain, which could have then served as a model, also for benefit sharing. This has been requested by a number of stakeholders in order to concretize the benefits and potential of regional value chains.
113. As discussed in the Relevance section (5.1), the project's ability to contribute effectively to the SDGs (mainly SDG 8 and SDG 9) will depend on how well the project has managed to balance the economic and social perspectives, which again is reflected in the composition of the multi-stakeholder platform for policy dialogue. Here, the concern is that the project design has been too strongly focussed on the economic dimensions and not enough on the social issues and inclusiveness. While this may in the short-term make the policy development process less complex, it may in the medium to longer-term affect the sustainability of the supported interventions, and ultimately the contribution to the SDGs. The relatively weak representation of the private sector in the project activities (except from Mauritius) as well as civil society is also a factor that may challenge the sustainability of the interventions.
114. On a positive note, a good and very concrete example of both replication and ownership from the project implementation is provided by the Mauritius case. When senior representatives from the Ministry of Industry, Commerce and Consumer Protection in Mauritius attended the UNCTAD workshop in Tanzania in 2019 they were impressed by the presentation of Tanzania's Integrated Industrial Development Strategy 2025 (prepared with support from UNIDO). Mauritius decided to request support for development of a similar strategy and contacted UNIDO and the UNCTAD project manager. UNCTAD accepted the request from Mauritius and an agreement was made on the ToR for the assignment. Shortly after, a regional consultant was hired to lead the strategy development process and provide the framework model.
115. The work process has been a joint exercise and while the strategy development process was led by a consultant, the ministry contributed with input on sectoral issues, where they already had strong internal capacities. At the same time, interviews conducted with ministry representatives revealed that the ministry lacked the ability to place these issues into a larger and broader perspective and to "think out of the box". Each stage of work in the strategy implementation process achieved the Permanent Secretary's (PS) validation which created a strong element of ownership. The ministry has a close relationship with the PS and a core national team (including staff from the PS's office) provided substantial comments and input to draft report versions. After the official launch of the strategy in December 2020, the implementation of its action plan has been started. Here, a crucial element will be that the Ministry of Finance in Mauritius will back up financially a matching grant facility that will constitute one of the backbones in the roll-out of the industrial strategy. While the Ministry of Finance has already indicated their willingness to positively consider their financial support, a final commitment is still to be made.
116. The survey results also support that the project has effectively ensured national ownership of the policy development process and 75% of participants "agreed" or "strongly agreed" to this statement. However, as discussed under the relevance section (5.1) it is unclear to what extent national stakeholders were involved in defining the initial project (e.g. research on regional value chains). The extension phase of the project seems to have responded well to national needs and requests and hereby the ownership and sustainability has been enhanced.

117. Finally, a Final Handbook has been produced by the project, collecting key policy lessons from the implementation process to facilitate cross-pollination and learning for other interested developing economies. The Handbook is finalised and in pipeline for publication. It will be launched through webinars with partner organisations. The Handbook stresses in particular the importance and potentials of a regional and sub-regional focus on value chain development. A second volume of the Handbook is also being planned for publishing in 2021. This volume will include the recently produced COVID-19 papers with a focus on new opportunities for policy actions. The Handbook has a strong focus on transfer of learning within, but also beyond, countries in the region. The timing may be even more opportune now, as the COVID-19 pandemic has led to an increased awareness to the topics on regional/sub-regional economic trade integration in view of the aggravated food crisis. This is an interesting and innovative attempt by the project to obtain a wider and more transformative impact.

6. Lessons learned

118. The evaluation findings lead to the following **key lessons learned**:
119. It is important to properly understand the **political-economy context** and **power relationships** between key stakeholder groups and key actors, when planning for policy development processes. Otherwise, the dynamics and outcome of these efforts may become very difficult to sustain.
120. When a project has no continuous field presence and interventions are based on relatively few unique events, it becomes even more important to establish a fluent **information and communication flow** in-between these events in order not to lose momentum and the dynamics of the process.
121. Despite the importance of research and background papers for this type of projects, the biggest value-added is what goes beyond paperwork and down to real action on the ground. The strong **focus on practical, flexible and operational solutions** is what mainly distinguishes this project from other similar interventions.
122. If **gender and vulnerability** concerns are to be addressed in project interventions, this should be clearly reflected already at the project design stage, including in ToC and results frameworks. This will also allow these issues to be evaluated later on in accordance with UNCTAD's Evaluation Guidelines. The inconsistencies between guidelines on project design and evaluation are counterproductive and should be streamlined. It has however noted that the guidelines for project design have been improved in recent updates and it is now an explicit requirement to consider how the project will contribute to gender equality and the enhancement of human rights.
123. In order to ensure efficient project implementation, **country specific implementation constraints** (e.g. language barriers) need to be carefully monitored and mitigated along the implementation process. Otherwise, it may limit the dynamics of the process and the possibility for multi-stakeholder engagement.
124. In order to ensure continuation and follow-up on the supported interventions, it is important to institutionalise the **communication and working relations** and not rely too heavily on only one single (good) personal relationship within partner institutions.
125. If **decision-making processes** are not transparent and properly documented during project implementation, this may affect the ownership of the process. This becomes of even more importance when decisions relate to implementation of key project activities (e.g. selection of regional value-chains for research studies).
126. When no clear **exit strategy** is developed and included in the project plan, it becomes more difficult to maintain a focus in the implementation process on how to enable a continuation and wider uptake of the project results.

7. Conclusions and Recommendations

127. **Relevance:** While the project design has been timely and responsive to needs and demands from partner countries, the design focus on economic growth has been prioritized over social inclusion in the content of the activities and deliverables, thus only partly aligning to the SDG framework, notably SDG 8 and SDG 9 as well as the SADC Roadmap. Moreover, it is unclear to what extent the regional level has influenced the national level and whether sectors included for regional research were based on prior consultations of needs and priorities with national governments. Individual country requests for support are not aligned with sectors agreed upon at the regional level.

Recommendation 1a (for UNCTAD and the Capacity Development Office/Development Account of DESA): Future project designs should to a larger extent reflect the holistic nature of the SDG Framework, in particular the balance between economic and social dimensions, to more effectively promote inclusiveness and sustainability aspects of productive development policies.

Recommendation 1b (for UNCTAD project managers): Decision-making processes for the regional integration process should be better documented and be more transparent, in particular in view of situations when different needs and priorities will be expressed at the national level at a later stage.

128. **Effectiveness:** The project targets for upgrading of industrial policy development skills have been fully achieved at the level of individuals and further steps have been taken by the countries to plan and develop productive development policies with continued support from UNCTAD. However, the elements of coordination, dialogue and public-private engagement in relation to policy development processes have to a lesser extent been addressed and improved by the project. This may become a critical limiting factor within the partner countries in their efforts to formulate and implement integrated productive development policies for sustainable economic growth in view of the relevant SDG targets. Partnerships with different actors, including both public and private as well as organisations representing vulnerable groups and women's organisations, are also of high importance in a SDG framework and can therefore serve multiple purposes, ensuring inclusion of various target groups, while also enhancing effectiveness. In addition, the project has had little strategic focus on knowledge management and documenting of learning and experiences from the implemented activities, including the workshop events. At the regional level, there is a need for the project to move beyond the advocacy level and provide more concrete solution for regional value chain development.

Recommendation 2a (for UNCTAD and the Capacity Development Office/Development Account of DESA): The project focus should go beyond the stakeholder capacity assessments and the country problem analysis and to a larger extent also reflect political-economy analysis and power structures between key actors in the policy development process. While such thorough assessments may require field missions (which are usually only conducted after preparation of the project document) preliminary assessments could still be included at the scoping stage. This relates to the national as well as to the regional level interventions.

Recommendation 2b (for UNCTAD project managers): While this project provides a very interesting potential for cross-country learning and transfer of experiences and practices across the four targeted countries, a more ambitious approach for knowledge management and learning opportunities should be developed and implemented. This should include: i) better articulation of knowledge generation in the project design; ii) facilitation of connections across countries and with partners; iii) technical support to knowledge-sharing and learning; iv) development of targeted knowledge products etc. At the regional level, the project should aim at identifying a “showcase” i.e. a concrete example of a regional value chain and how a model for “benefit sharing” in such case would look like.

129. **Efficiency:** Overall, the project has been well managed, both in terms of resources and timing. The majority of the deliverables have been produced and delivered according to the plans. Likewise, un-spent funds from the original project period have been used to leverage additional project activities within the targeted countries to further consolidate and expand on the project achievements as well as respond to the COVID-19 pandemic. However, there is room for improvement of efficiency on the ground and for establishing of easier and more frequent follow-up mechanisms. As part of this, the communication and information flow with key project stakeholders need to be improved, to keep them better in the loop both after and in between the organised workshop events.

Recommendation 3 (for UNCTAD project managers): In view of the time-lags between the workshop events, and the fact that UNCTAD does not have staff on the ground, UNCTAD project managers should ensure a more systematic planning of the communication and information flow to replace the current ad-hoc interaction. This may also serve as a platform for more strategic knowledge management and sharing of experiences (see Recommendation 2). Such plan could include nomination of national “focal points” (e.g. within the national Ministry of Industry), who could serve as the national day-to-day anchor person for both UNCTAD and other key stakeholders at both national and regional level. It should also include exploring of opportunities for development of joint project proposals with UNIDO, which has a closely related mandate and on-the-ground office presence.

130. **Gender and social inclusion:** Gender equality and human rights dimensions have not been sufficiently considered or mainstreamed into the project design. Only a few generic assumptions have been included on how participation of women will lead to gender sensitive policies and how a move away from mining and energy sectors will have a positive effect on women’s employment possibilities. There is no reference to the human rights legal framework and no considerations on how policies can contribute to inclusion of women and vulnerable groups in the economy. The guideline on Development Account projects mentions nothing on human rights and only a small section on gender is included. At the same time, the gender mainstreaming strategy seems to only be partially institutionalised as e.g. no gender focal point reviewed the project design (neither before nor after approval). The lack of consideration of these aspects at the project design stage has permeated the entire project implementation process, including the data collection and monitoring, the research study focuses as well as the policy dialogue, which has been rather gender blind. Thus, the opportunity to encourage an

inclusive and gender responsive productive policy development in the region through this project has been missed, as these discussions have not been promoted by UNCTAD.

Recommendation 4 (for UNCTAD and the Capacity Development Office/Development Account of DESA): In order to achieve the SDG's pledge to ensure inclusive and sustainable growth and become transformative, UNCTAD and the Capacity Development Office/Development Account of DESA should to a larger extent ensure that gender and vulnerability concerns are explicitly addressed at the project design stage and properly reflected in all pathways of the implementation process and in guidelines. This should include:

i) inclusion of a gender and vulnerability analysis either at the design stage or through a specific research study on these topics, to help define gender-sensitive targets and human rights to be addressed in the project's log frame and to identify sectors that could best address needs of women and vulnerable groups. While vulnerable groups are not necessarily within the scope of a project it is important to be aware of whom they are and consider whether they could be included as target groups and how;

ii) consider inclusion of organisations specialised in vulnerable/marginalised groups or women's rights organisations in the design phase, as peers in workshops etc. to ensure their participation and considerations of their perspectives;

iii) a clear reflection and integration of gender equality and vulnerability perspectives in the research products e.g. by developing a checklist to be considered;

iv) data on men and women's participation in project activities should be duly collected and synthesized on a regular basis (e.g. after each workshop conducted) to ensure learning in between activities and stock-taking on whether the right mix of people are approached. Depending on the scope of the project, other indicators could also be considered such as age, seniority, language, ethnicity etc. The gender and vulnerability analysis should clarify these aspects; and

v) the project design guideline needs to be aligned with the evaluation guideline in terms of gender mainstreaming and HRBA.

131. **COVID-19:** The negative impacts from COVID-19 on the UNCTAD project performance has been relatively limited. This is to a large extent due to an adaptive and proactive approach taken by the project management. Instead of focusing only on how to address challenges, the project has been focusing on identification of opportunities for the way forward, based on developing of thorough research studies on specific COVID-19 issues related to the regional integration process.

Recommendation 5 (for UNCTAD): UNCTAD should strengthen its support for the identification and development of regional value chains and short supply chains in the region in view of the trade-related issues emerging in relation to the COVID-19 pandemic. Such support should also ensure a focus on vulnerability and gender aspects, as these are concerns that now will require even stronger attention in the supported development interventions due to the COVID-19 impact.

132. **Partnerships, sustainability and ownership:** Within all four targeted countries, the project has become an eye-opener in terms of understanding the concept and importance of productive

policy development and a strong interest has been created for continuing this process. There are examples of replicative effects across the countries (e.g. Mauritius was inspired by Tanzania for policy development). While the involvement of national key stakeholders was limited in the project design phase, the extension phase of the project seems to have responded well to specific national requests and thereby enhanced the ownership of these interventions. There is still no evidence of wider, catalytical effects beyond the level of the four project countries, although UNCTAD's strategic partnerships and the Final Handbook may contribute to this. While UNCTAD's lack of field presence has made it a challenge to ensure an adequate follow-up and continuation to the initiated processes, close working linkages on the ground were established with both UNIDO and SADC, which are also the most obvious institutions to take the UNCTAD project results forward.

Recommendation 6 (for UNCTAD project managers): UNCTAD should ensure a more thorough involvement and consultation of national key stakeholders in the project design phase to ensure that incentives and ownership is established from the beginning. If not at the project development stage, then a mechanism for more substantial engagement with key stakeholders should be ensured in the inception phase. In addition, it should be thought through how learning and experiences can be more effectively transferred across countries during the implementation process (and not just through an ex-post collection of experiences) in order to enhance the possibilities for replication and further uptake of good practices and experiences. The countries express a strong interest to learn from each other (exemplified by the replication of the Tanzanian strategy framework model to Mauritius). An Exit Strategy should be developed at the project design stage, including more explicit considerations on what kind of role key partner institutions (such as SADC and UNIDO) could play to help sustain project results on the ground.

Annexes

Annex 1: Terms of Reference

External Evaluation of Development Account Project 1617L - “Development policies for sustainable economic growth in Southern Africa”

Introduction and Purpose

This document outlines the Terms of Reference (TOR) for the independent final project evaluation for the United Nations Development Account (UNDA) funded project titled “Development policies for sustainable economic growth in Southern Africa”.

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

The evaluation will provide assessments that are credible and useful, and also include practical and constructive recommendations. In particular, the evaluation will systematically and objectively assess project design, project management, implementation, the extent of gender and human rights mainstreaming and overall project performance. On the basis of these assessments, the evaluation will formulate recommendations to project stakeholders, in particular to UNCTAD and/or the Capacity Development Office/Development Account of DESA with a view towards optimizing results of future projects, including on operational and administrative aspects.

Context of the evaluation

In recent years, developing countries have again been looking at how they can use development policies more effectively, in some cases to diversify away from commodity dependence or to make more effective use of abundant labour resources, in order to kick-start the process of sustained economic growth from very low levels of income, to break out of a “middle-income trap” or (in a few cases) to push on towards the technological frontier. In Southern Africa, the country that has been using development policies more effectively has undoubtedly been South Africa where the automotive and the clothing- and textile sectors were strategically supported to facilitate a progressive diversification away from mining and energy. Other economies of the region have not been equally successful, however, and are still struggling to find the right policy mix able to unleash sustained economic growth.

These experiences have added a deeper appreciation of the complexities involved, and the challenges faced by policymakers across the developing world. There is therefore a growing demand to take stock and share the current experiences, and to improve the understanding of approaches that have been successful in promoting structural transformation in different countries. This demand

is particularly intense in Southern Africa, a region characterized by a large emerging economy, South Africa, surrounded by smaller emerging as well as least developed countries. Furthermore, compared to other regions, South African economies as yet are only weakly integrated through trade and capital flows.

Furthermore, in Southern African economies, there is a growing recognition that industrial and development policies are of crucial importance to sustain productivity and economic growth, especially so given the sluggish conditions that characterize the global economy since the 2008 financial crisis. There is also recognition of the limits of Global Value Chains as an engine of domestic upgrading and a growing interest in the existing opportunities of division of production at the regional level.

A sub-set of countries in the region (Mauritius, Mozambique, Tanzania and Zambia) have been selected for this project, based on data availability and with particular focus. This sub-set comprises countries which differ both in terms of productive structure and of geographical location; it in fact includes 3 LDCs (Mozambique, Tanzania and Zambia) and a middle-income country (Mauritius), as well as an island (Mauritius), two countries with access to sea (Mozambique and Tanzania) and a landlocked economy (Zambia). The lessons learnt from these economies will therefore be useful for a variety of developing economies facing different development challenges within and outside the region of interest. Selecting economies at different level of development and facing different constraints to accelerate economic growth, can also open interesting possibilities for building regional value chains since these countries are likely to have different static and dynamic comparative advantages and could successfully specialize in complementary activities.

A country-level problem analysis included in the project document is presented in Table 1 below:

Table 1 – Country analysis

| Country | Status of affairs | Realistic outcomes |
|-----------|--|--|
| Mauritius | In the last two decades, the country has transformed itself from a low-income mono-crop economy to a middle-income country. It has successfully moved from dependence on a few products to a relatively well-diversified economy, with tourism and services emerging as major contributors to export growth. The challenges that the country is now facing as a middle-income economy are different from those of the recent past, however. The Government has recently outlined the new policy agenda for the period 2015-19. It is an ambitious list of priorities and intentions aimed at achieving a second economic miracle and establishing Mauritius as an innovative knowledge economy. A tight fiscal position and dependence on a volatile global economy, however, mean swift progress is unlikely. | Increased consciousness of the problems faced as a middle-income country and enhanced capacity to design and implement policies aimed at sustaining productivity growth and avoiding the middle-income-trap. Increased connection with other countries from the region and economic integration at the regional level that could serve as an instrument to reduce dependence on advanced countries' markets. |

| | | |
|------------|--|--|
| | The country runs the risk of remaining trapped at middle levels of income. | |
| Mozambique | Despite weak commodity prices, real GDP is forecasted to grow by 7.2% a year in 2015-19. There are however stark differences between capital-intensive natural resource industry and relatively weak remaining sectors that are unlikely to have a significant impact on job creation and poverty reduction. Stiff international competition and difficult domestic operating conditions, in terms of infrastructures and institutions, are likely to continue holding back progress especially in the labor-intensive manufacturing sector, which is of critical importance to create employment and accelerate development. | Increased consciousness of the key role played by the manufacturing sector to create jobs and facilitating the achievement of graduation from the current LDC status. Enhanced policy making capacity to support manufacturing and other dynamic economic activities beyond the natural-resource industry. Enhanced understanding of the importance of regional integration as an instrument to climb up the value chains by using the region for boosting competitiveness and producing and exporting higher value products (and enhanced connection with regional partners). |
| Tanzania | GDP is forecasted to grow around 6.9% in 2016-2020. This outlook reflects rising private consumption and strong growth in construction and services. However, agriculture will remain the mainstay of the economy and it will continue to be constrained by low productivity, inadequate infrastructure and weather-related shocks. Manufacturing is expected to expand, as further progress is made to boost local processing of commodities. Nevertheless, the sector will remain dominated by resource-based manufacturing, as the lack of skilled labour limits progress up the value chain. Overall the country will remain characterized by an extremely poor and low productive rural economy and an urban economy unable to absorb all the labor shed off by the agricultural sector. Weak commodity prices cast further shadows on future growth prospects for the country. | Increased capacity of designing productive development policies adapted to the socio-economic situation of the country and aiming at diversification and upgrading and fostering graduation from the LDC status. Enhanced understanding of the importance of regional integration as a way to develop Regional Value Chains and enter into global markets. Strengthened ties with regional partners of the SADC area. |
| Zambia | The economy is heavily dependent on the mining sector and agriculture. Recent forecasts estimate that growth will drop to below 5% in 2015, its slowest rate in 15 years, as inadequate rains during the wet season affect agricultural output and severe power shortages force mining companies and other firms to scale down production. | Increased consciousness of the importance of diversifying away from the mineral sector and agriculture. Enhanced policy making capacity to support manufacturing and other dynamic economic activities and facilitating graduation from the LDC status. |

| | | |
|--|--|--|
| | Furthermore, low world copper prices highlight the risk related to commodity dependence. Thus, the mid-term prospects are not encouraging. | Enhanced understanding of the importance of regional integration as a way to develop Regional Value Chains and enter into global markets, especially for a land locked LDC such as Zambia. Strengthened ties with regional partners and connections with the regional growth hub (South Africa). |
|--|--|--|

In this context, the project is designed to build the capacity of selected developing countries in Southern Africa in formulating policies for the progressive diversification of the production and export structure of the economy by using UNCTAD research methodologies and tools. The project also aims at facilitating the economic cooperation and integration among the 4 target economies and around the potential regional economic growth pole (South Africa).

Subject of the evaluation

The ultimate objective of the project is to strengthen national capacities in selected countries in Southern Africa to formulate and implement integrated productive development policies for sustainable economic growth and to strengthen the regional integration process in the Southern African Development Community.

The expected accomplishments of the project are as follows:

EA1: Enhanced capacities of policymakers in selected countries in formulating productive development policies which will foster the process of economic diversification and structural transformation.

EA2: Improved capacity of policymakers to coordinate productive development policies in order to promote linkages into regional value chains for productive transformation and increase intraregional trade.

The main outputs include:

- Country diagnostics: preparation of policy briefs for each of the four target countries based on desk-top research and exchange of information with policymakers and private sector representants.
- Regional Value Chain analysis: commissioning of background studies on the potential to develop RVCs in the region and the policy package needed to support their development;
- Policy consensus building: organization of two regional workshops to identify obstacles to the potential expansion of regional value chains and challenges to deepen regional integration in targeted SADC members and to promote regional coordination of productive development policies. The first workshop aimed at discussing the background papers and identify the line for future policy-oriented research, the second designed to reach a consensus around a specific policy platform consistent with the overall SADC industrialization strategy

- Capacity building: organization of four national capacity building workshops to disseminate the results of the background research and discuss policy at the country level complementary with regional industrialization. Training modules will be prepared to train policymakers and build local capacity to formulate policies to sustain industrial development. The workshops will also offer a platform for back-to-back discussions between the public and the private sector.
- Follow-up activities: on-line consulting and/or advisory missions upon request to assist policymakers in target countries in improving/drafting productive development policies and publication of a final volume to disseminate the lessons learnt in the project.

The project is implemented by UNCTAD with collaboration of experts from other relevant UN and non-UN entities working on development policies and structural transformation. These include ILO, the OECD Development Centre and UNIDO.

The project started in June 2016 with an approved budget of \$501,000 and was scheduled for completion by December 2019. In September 2019, the project was granted an extension by the United Nations Development Account until 31 September 2020 and a further extension to 31 December 2020 due to covid-19 pandemic. In that occasion, and upon request of the target economies, the project has been granted additional \$100,000 in order to carry out additional activities in Tanzania, Mauritius and Mozambique:

- Conduct analysis to support the development of Tanzania's textile & clothing sector and its capacity to attract FDI;
- Sustaining Mauritius in developing its "Industrial Policy & Strategic Plan for Mauritius (2020-2025)" to be launched in the third quarter of 2020; Assist Mozambique in the implementation of some of the priority activities identified in its industrial country programme.

The follow-up activities are currently ongoing. Studies on industrial policy strategy in Mauritius and the textile and clothing sector in Tanzania have been commissioned and the respective consultants have been already visiting the countries. A consultative workshop with the private sector has been held in Mauritius as part of the process leading to the formulation of the new industrial policy strategy (February, 2020). Finally, the specific activities to be carried out in Mozambique have been agreed with the country and a consultant has been identified.

Evaluation scope, objectives and questions

This final evaluation of the project has the following specific objectives:

- Assess the degree to which the desired project results have been realized, including the extent of gender and human rights mainstreaming; and
- Identify good practices and lessons learned from the project that could feed into and enhance the implementation of related interventions.

The evaluation will cover the duration of the project from June 2016 to December 2020.

The evaluation is expected to address the following questions under the below criteria (to be further developed in the inception report, as appropriate):

Relevance

To what extent the project design, especially its logical framework and results chain, and choice of activities and deliverables, properly reflect and address the needs of selected countries for their economic growth and development strategies?

What is UNCTAD's comparative advantage in relation to supporting the formulation of national and regional industrial and development policies?

Effectiveness

Have the activities achieved, or are likely to achieve, planned objectives as enunciated in the project document and outcomes (intended or unintended), in particular against relevant SDG targets?

Efficiency

How efficient was the Project in utilizing project resources and has the project management been adequate to ensure the achievement of the expected outcomes in a timely manner?

Sustainability

Is there evidence that beneficiary countries are committed to continue working towards the project objectives beyond the end of the project and/or have there been catalytic effects from the project both at the national/regional levels?

Gender and human rights

To what extent a human rights-based approach and a gender mainstreaming strategy were incorporated in the design and implementation of the intervention, and can results be identified in this regard?

Partnerships and synergies

How has the project advanced partnerships with national and regional counterparts, international development partners, the civil society and/or the private sector in support of results, and sustainability of results?

Responses to Covid-19

- What adjustments, if any, were made to the project as a direct consequence of the COVID-19 situation, and to what extent did the adjustments allow the project to effectively respond to the new priorities of Member States that emerged in relation to COVID-19?
- How did the adjustments affect the achievement of the project's expected results as stated in its original results framework?

Methodology

The evaluation will adopt a theory-driven, utilization-focused approach. It will be guided by the project-results framework and ensure a gender and human rights responsive evaluation. The evaluator is required to use a mixed-method approach, including qualitative as well as quantitative data gathering and analysis as the basis for a triangulation exercise of all available data to draw conclusions and findings.

In view of the current global pandemic situation, innovative methods for data collection are required. Hence, methods for data gathering for this evaluation include, but is not limited to, the following:

- Desk review of project documents and relevant materials;
- Collect and analyze relevant web and social media metrics related to the outputs of the project
- Observe a sample of virtual meetings, webinars and other activities to be implemented by the project, as appropriate;
- Telephone/skype interviews with relevant UNCTAD staff;
- Online surveys of beneficiaries of the project, and other stakeholders, as may be required; conduct follow-up interviews as may be necessary;
- Virtual focus group discussions, as appropriate;
- Telephone/skype interviews with a balanced sample of project participants, project partners and other relevant stakeholders.

Contribution analysis could be undertaken in particular to assess project results.

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

The evaluator will further elaborate on the evaluation methodology in an Inception Report, determining thereby the exact focus and approach for the exercise, including developing tailor-made questions that target different stakeholders (based on a stakeholder analysis), and developing the sampling strategy and identifying the sources and methods for data collection. The methodology should follow the UNCTAD and Development Account Inception Report Guidelines.

The evaluator is required to submit a separate final list of those interviewed in the Annex of the evaluation report. The evaluator is to ensure a wide representation of stakeholders, bearing in mind the need to include those in a disadvantaged or minority position as appropriate.

Organization of the evaluation

Deliverables and Expected Outputs

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

More specifically, the evaluation should:

- Highlight what has been successful and can be replicated elsewhere;
- Highlight, as appropriate, any specific achievements that provide additional value for money and/or relevant multiplier effects;
- Indicate shortcomings and constraints in the implementation of the project while, at the same time, identifying the remaining challenges, gaps and needs for future courses of action;
- Make pragmatic recommendations to suggest how UNCTAD's work in this area can be further strengthened in order to address beneficiaries' needs and create synergies through

collaboration with other UNCTAD divisions, international organizations and development partners, and other international forums;

- Draw lessons of wider application for the replication of the experience gained in this project in other projects/countries;

Three deliverables are expected out of this evaluation (following EMU templates):

- An inception report²¹;
- A draft evaluation report; and
- The final evaluation report²²
- The inception report should summarize the desk review and specify the evaluation methodology, determining thereby the exact focus and scope of the exercise, including the evaluation matrix, the sampling strategy, stakeholder mapping analysis and the data collection instruments.
- The final report of the evaluation must be composed of the following key elements:
- Executive summary;
- Introduction of the evaluation, a brief description of the projects, the scope of the evaluation and a clear description of the methodology used;
- Findings and assessments according to the criteria listed in Section IV of this ToR, with a comparison table of planned and implemented project activities and outputs; and
- Conclusions and recommendations drawn from the assessments.

All the evaluation assessments must be supported by facts and findings, direct or indirect evidence, and well-substantiated logic. It follows that proposed recommendations must be supported by the findings and be relevant, specific, practical, actionable, and time-bound recommendations.

Description of Duties

The UNCTAD Evaluation and Monitoring Unit (EMU), in close collaboration with the Division on international trade and commodities (DITC), will facilitate the evaluation as undertaken by an independent evaluator. The evaluator reports to the Chief of EMU. S/he will undertake the evaluation exercise under the guidance of the EMU and in coordination with the project manager. The evaluator is responsible for the evaluation design, data collection, analysis and reporting as provided in this TOR. The evaluator will submit a copy-edited final report to UNCTAD.

The evaluator shall act independently, in line with United Nations Evaluation Group (UNEG) Ethical Guidelines and in her/his capacities and not as a representative of any government or organisation that may present a conflict of interest. S/he will have no previous experience of working with the project or of working in any capacity linked with it.

²¹ Quality of the inception report should meet those set out in UNEG Quality Checklist for Evaluation Terms of Reference and Inception Reports: http://www.uneval.org/papersandpubs/documentdetail.jsp?doc_id=608

²² Quality of the evaluation report should meet those set out in UNEG Quality Checklist for Evaluation Reports: <http://www.uneval.org/document/detail/607>

The evaluator should observe the UNEG guidelines, standards²³, and norms²⁴ for evaluations in the UN system, as well as UNCTAD's Evaluation Policy²⁵, in the conduct of this assignment. The evaluator needs to integrate human rights and gender equality in evaluations to the extent possible.²⁶ The evaluator needs to ensure a complete, fair, engaging, unreserved, and unbiased assessment. In case of difficulties, uncertainties or concern in the conduct of the evaluation, the evaluator needs to report immediately to the Chief of EMU to seek guidance or clarification.

The project team will support the evaluation, by providing desk review documents (following EMU desk review documents guidelines), contact details of project stakeholders as well as any additional documents that the evaluator requests. It is the responsibility of the project manager to ensure senior management engagement throughout the evaluation and timely feedback in the quality assurance and factual clarification process coordinated by the EMU. The project team will review and provide comments on the inception, draft and final reports with a view on quality assurance and factual accuracies.

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

Timetable

The total duration of the evaluation is equivalent to 25 days of work and will take place over the period 2 November to 31 March 2021.

Monitoring and Progress Control

The evaluator must keep the EMU informed of the progress made in the evaluation on a regular basis.

The evaluator will submit the first draft of inception report by 16 November 2020. The Report should include draft data collection instruments for review.

The first draft of the report should be presented to the EMU by 1 February 2021 for quality assurance purposes (approximately 1 week). The revised draft report will then be shared with the project manager for factual clarification and comments (approximately 2 weeks).

²³ "Standards for Evaluation in the UN System" by UNEG, UNEG/FN/Standards (2005); http://www.uneval.org/papersandpubs/documentdetail.jsp?doc_id=22;

²⁴ "Norms for Evaluation in the UN System" by UNEG, UNEG/FN/Norms (2005); http://www.uneval.org/papersandpubs/documentdetail.jsp?doc_id=21;

²⁵ "Evaluation Policy" of the United Nations Conference on Trade and Development (UNCTAD), December 2011. December 2011, http://unctad.org/Sections/edm_dir/docs/osg_EvaluationPolicy2011_en.pdf.

²⁶ "Integrating human rights and gender equality in evaluations" by UNEG, UNEG Guidance Document (2014): <http://www.unevaluation.org/document/detail/1616>. The UNEG Handbook on "Integrating human rights and gender equality in evaluations: Towards UNEG Guidance" by UNEG, UNEG Guidance Document (2011): <http://www.uneval.org/document/detail/980>.

The deadline for submission of the final report will be 31 March 2021.

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

Qualifications and Experience²⁷

Education: Advanced university degree in economics, trade, development, public administration, rural development, or related field.

Experience: At least 10 years of experience in conducting evaluations, preferably on interventions in the areas of trade-related technical assistance and capacity building. Demonstrated knowledge of trade, economic growth policy, industrialization policy and global value chain is an advantage. Demonstrated knowledge of and experience with economic policies of Southern African countries is desirable. Experience in gender mainstreaming is desirable.

Language: Fluency in oral and written English.

Conditions of Service

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

²⁷ The United Nations shall place no restrictions on the eligibility of men and women to participate in any capacity and under conditions of equality in its principal and subsidiary organs.

Annex 2: Evaluation Matrix

| Evaluation Questions | Criteria | Key Issue | Judgement Criteria | Means of Verification (source/method) |
|---|---------------|---|---|---|
| <p>EQ 1: To what extent does the project design, especially its logical framework and results chain, and choice of activities and deliverables, properly reflect and address the needs of selected countries for their economic growth and development strategies?</p> <p>What is UNCTAD's comparative advantage in relation to supporting the formulation of national and regional industrial and development policies?</p> | Relevance | Participation of national key stakeholders and institutions in the project design process | Use of national knowledge and available data in the design process | Desk review, literature study, interviews with UNCTAD (project) staff and project participants and external stakeholders, online survey, ToC analysis |
| | | Strategy and policy relevance | Alignment to relevant national strategies, beneficiary countries needs and policy documents Correspondence of the project's objectives to UNCTAD's mandate and the UN SDG agenda | |
| | | Appropriateness of target group and partners | Extent to which the project design targets the right group of beneficiaries and has identified the right mix of partners | |
| | | Reflection of UNCTAD's key competencies in the project design | Extent to which the project optimises UNCTAD's comparative advantage in the field of regional industrial and development policies in Southern Africa | |
| <p>EQ 2: Have the activities achieved, or are likely to achieve, planned objectives as enunciated in the project document and outcomes (intended or unintended), in</p> | Effectiveness | Level of results achievement | The project interventions contribute to direct outcomes (intended/unintended) as well as wider benefits within the supported countries | Desk review, interviews with UNCTAD (project) staff and project participants and external stakeholders, online survey, focus groups, social media, ToC analysis |
| Critical drivers for successes/failures | | Critical assumptions/risks have been identified and adequate | | |

| Evaluation Questions | Criteria | Key Issue | Judgement Criteria | Means of Verification (source/method) |
|--|---------------|---|---|--|
| particular against relevant SDG targets? | | | support/mitigation measures taken | |
| | | Transformative and systemic changes against SDG targets | Project interventions are leading to changes in policies, institutional approaches, resource allocation, attitudes and behavior in support of longer-term outcomes and impact | |
| | Effectiveness | Appropriateness of existing systems for M&E | Critical data and information are being collected, processed and utilized during the implementation process | Desk review, internal progress and monitoring reports, interviews UNCTAD (project) staff and project participants, online survey, focus groups |
| | | Use of learning processes and feedback loops for improvement of ongoing interventions | The project design has been adjusted/enhanced based on experiences from the implementation process | |
| | | Wider use of learning experiences | Learning/experience from the project is being applied more widely at national, sub-regional, regional and/or global level | |
| EQ 4: How efficient was the Project in utilizing project resources and has the project management been adequate to ensure the achievement of the expected outcomes in a timely manner? | Efficiency | Budgeting / Implementation rate | The costs (financial and human resources) for project interventions can be justified by its results | Desk review, financial and progress reports, interviews with UNCTAD (project) staff and project participants |
| | | Work planning | Critical, unnecessary delays have been avoided in the planning and implementation process | |
| EQ 5: What adjustments, if any, were made to the project as a | COVID-19 | COVID-19 project adjustments | UNCTAD has identified and responded to critical challenges and new opportunities emerging | Desk review, interviews with UNCTAD (project) staff and project |

| Evaluation Questions | Criteria | Key Issue | Judgement Criteria | Means of Verification (source/method) |
|--|---|-------------------------------|--|--|
| <p>direct consequence of the COVID-19 situation, and to what extent did the adjustments allow the project to effectively respond to the new priorities of Member States that emerged in relation to COVID-19?</p> <p>How did the adjustments affect the achievement of the project's expected results as stated in its original results framework?</p> | | | from the COVID-19 situation | participants, focus groups, social media |
| | | COVID-19 results implications | Results from the adjustments made and consistency/contribution to the original planned results | |
| <p>EQ 6: To what extent were a human rights-based approach and a gender mainstreaming strategy incorporated in the design and implementation of the intervention, and can results be identified in this regard?</p> | Human Rights-Based Approach (HRBA) and Gender Mainstreaming | Gender mainstreaming | Gender equality concerns are reflected in the planning of project activities, including in the results framework, as well as in the research products, workshop events and policy development processes Are there any results from these actions? | Desk review, interviews UNCTAD (project) staff and project participants, online survey, focus groups, social media |
| | | HRBA | Human rights concerns are reflected in the planning of project activities, including in the results framework, as well as in the research products, workshop events and policy development processes Are there any results from these actions? | |
| <p>EQ 7: How has the project advanced partnerships with</p> | Partnerships and synergies | Partnerships | The project has brought together diverse groups of stakeholders who would normally not be | Desk review, interviews with UNCTAD (project) staff and project |

| Evaluation Questions | Criteria | Key Issue | Judgement Criteria | Means of Verification (source/method) |
|--|----------------|-------------------------|--|--|
| national and regional counterparts, international development partners, the civil society and/or the private sector in support of results, and sustainability of results? | | | working together, in support of common objectives | participants and external stakeholders, social media |
| | | Synergies | The project has actively explored opportunities for development of synergies with related interventions implemented in the region/countries | |
| EQ 8: Is there evidence that beneficiary countries are committed to continue working towards the project objectives beyond the end of the project and/or have there been catalytic effects from the project both at the national/regional levels? | Sustainability | Upscaling / replication | The project interventions have contributed to engagements beyond the project boundaries (e.g. geographical, institutional) and/or leveraged additional funding | Desk review, literature study, UNCTAD (project) staff and project participants, focus groups, social media |
| | | Ownership | National institutions have assumed ownership of project interventions and allocate resources and work plan to continue implementation | |

Annex 3: Semi-structured interview guide – key project stakeholders (internal and external)

Relevance:

What has been **the level of involvement of national and regional key stakeholder groups** in the **design and planning** of the project activities? Has this been sufficient or would a different level of involvement have been desirable?

Have there been any **major policy changes** over the past 4-5 years that have affected the (continued) relevance of the UNCTAD project?

Has the project focused on **the right group of people** for training and technical support? Have potential change agents been left out or prevented from participating? Why? How has new skills knowledge been shared/institutionalised in the organisation?

Has the **demand and interest for participation in the UNCTAD** activities changed over time - if yes, for what reason?

Has the project corresponded to the **need of the country** in formulating industrial and development policies?

What **comparative advantages** has this UNCTAD project offered compared to other international organizations in the same field of development policies?

Effectiveness:

What have been the **key results** from the UNCTAD project? Has the project resulted in any **changes** in national policy on industrial and development?

What have been the most important **drivers** for results? What have been the major **barriers/hindering factors**?

Has the **capacity development approach** been effective - or what should have been done differently?

Has the **quality** and **focus** of the training and technical support been as needed – or what should have been done differently to achieve better results?

Efficiency:

Have the project activities been implemented in the best possible way, or what could have been done to ensure a better **use of time and resources**?

Covid-19:

What have been the critical **challenges** as well as new **opportunities** emerging from the COVID-19 situation?

How has UNCTAD responded to these and what have been the **implications for implementation/results**?

Partnership and synergies:

How has the project managed to facilitate and encourage **partnerships** and **dialogue** among national and regional counterparts, international development partners, the civil society and/or the private sector? How has this contributed to development of synergies and sustainability of results?

Gender and human rights mainstreaming:

How have **gender** and **HRBA** aspects influenced the process of policy development? Are women and men being targeted equally in the policies and in the policy decision processes? How has gender considerations informed selected priority areas/value chains? What about vulnerable groups?

Sustainability:

Has the programme catalysed any kind of **change processes** within supported national institutions (change in approaches/focus, resource allocation, collaborations, attitudes etc.)?

Have the project interventions inspired to **broader and wider engagements** (e.g. within the region or among non-supported institutional)? What has triggered this?

Recommendations:

What should be the **focus** of a possible new project phase? What should be done **differently**?

Annex 4: List of literature reviewed

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