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Page: 1/18

Institute for Training and Technical Cooperation

ANNUAL REPORT ON MONITORING AND EVALUATION OF TECHNICAL ASSISTANCE AND TRAINING 2012

Table of Content

ACRONYMS

ACP	African, Caribbean and Pacific group of states
BTOR	Back-to-Office Report
CD	Compact Disk
CEECAC	Central and Eastern European, Central Asian and Caucasus Countries
CHF	Swiss franc
CTD	Committee on Trade and Development
CTS	Consolidated Tariff Schedules Database
DAC	Development Assistance Committee (OECD)
DDA	Doha Development Agenda
DVD	Digital Video Disk
DVS	Kenya Department of Veterinary Services
EIF	Enhanced Integrated Framework
EU	European Union
IDB	Integrated Database
ITTC	Institute for Training and Technical Cooperation
KEBS	Kenya Bureau of Standards
KEPHIS	Kenya Plant Health Inspectorate Service
LDC	Least-Developed Country
MA	Market Access
M&E	Monitoring & Evaluation
MTS	Multilateral Trading System
NAMA	Non-Agricultural Market Access
NGTF	Negotiating Group on Trade Facilitation
NTB	Non-Tariff Barrier
PEF	Participant's Evaluation Form
PLS	Progressive Learning Strategy
NPDIP	National Programme of Development of Intellectual Property
RBM	Results-Based Management
RTPC	Regional Trade Policy Course
SIDA	Swedish International Development Cooperation Agency
SPS	Sanitary and Phytosanitary
TA	Technical Assistance
TAME	Technical Assistance Monitoring and Evaluation Unit
TBT	Technical Barriers to Trade
TCA	Technical Cooperation Audit Unit
TPR	Trade Policy Review
TRIPS	Trade-related aspects of Intellectual Property Rights
TRTA	Trade-related Technical Assistance
WCP	WTO Chairs Programme
WIPO	World Intellectual Property Organization
WTO	World Trade Organization

1 EXECUTIVE SUMMARY

1.1 Introduction of Results-Based Management (RBM) in 2012

1.1. The introduction of Results-Based Management (RBM) for Technical Assistance (TA) activities led to the establishment of a monitoring and evaluation team within the Institute for Training and Technical Cooperation (ITTC). The existing evaluation system was reviewed and some new elements introduced to have a complete RBM Monitoring & Evaluation (M&E) system. Implementation of the system is on-going. The system will keep relying on self-evaluation of the immediate results by the trainers. Future reviews and ex-post evaluations of programmes to measure longer-term results would have to be based on a deeper analysis of facts and use key indicators of performance.

1.2 Monitoring & Evaluation of Performance in 2012

1.2. The performance of E-Learning courses could be measured on the basis of a set of objective performance indicators. The E-Learning courses were very successful in 2012, with an average success rate of 81%. E-Learning courses on Sanitary and Phytosanitary (SPS) and Trade and Environment have traditionally been the most successful amongst them, whilst some others (e.g. Multilateral Trade Agreements, Services or Market Access (MA) for Goods) were more challenging for participants. French language E-Learning courses used to have a lower success rate, but had been catching up with English and Spanish courses in 2012.

1.3. For face-to-face TA activities, there were hardly any objective performance indicators to help measure their immediate results, as most Back-to-Office Reports (BTORs) kept relying almost exclusively on the opinion of participants to evaluate the activities. A pilot on the use of a final exam in two Regional Trade Policy Courses (RTPCs) confirmed that more objective indicators could also be used in face-to-face activities, as has always been the case for E-Learning. This would also require improvements in the quality and content of BTORs.

1.4. The mid-term review of the WTO Chairs Programme (WCP) showed that this programme had been successful in stimulating the academic activity on trade-related issues, but less so in monitoring the quality of this production and reaching out business communities or policy makers. The current WCP will reach its end in 2013. The overall support from WTO to the academic institutions including the WCP was CHF1.8 million in 2012, representing approximately 11% of the total expenses on Trade-Related Technical Assistance (TRTA). A decision is needed on the form and substance of the future involvement of the WTO with the academic world, and on the human and financial resources that should be allocated to it, taking other TA priorities and the lessons learned into account.

1.5. Certain results could be measured over the years in the area of agricultural notifications. The rate of outstanding notifications had been slowly going down since 2009 when the WTO programme was launched at the request of Members. A number of changes could also be noted since 2006 in the domains in which WTO TA had concentrated in Kenya and Senegal. However, these two pilot country reviews showed the difficulty of gathering precise enough data a posteriori. Synergies with Trade Policy Reviews (TPRs) need to be explored to overcome this challenge.

1.3 Lessons learned for 2014-15

1.6. Continue to have contingency plans to deal with the current human and financial challenges and strive to do more with less; benchmark each of the three levels of progressive learning to ensure progressivity in the training activities; improve needs assessment to ensure that TA activities are designed to better respond to the identified needs, while also promoting quality instead of quantity. WTO should continue to ensure that effective modes of delivery of TA are employed and that the Organization moves from measuring outputs to measuring outcomes in the next three years, with the full participation and support of the stakeholders.

2 INTRODUCTION

2.1. In order to implement RBM for its technical assistance and training activities in 2012, the Technical Cooperation Audit unit (TCA) was integrated into the Institute for Training and Technical Cooperation (ITTC), where it became the Technical Assistance Monitoring & Evaluation unit (TAME).

2.2. For the sake of concision, the information on Input and Output presented by the Secretariat in its report on the implementation of the Technical Assistance and Training Plan (TA Plan) has not been repeated here.[1] It has been assumed that Members were already acquainted with it.

2.3. The report is divided into three parts of equal importance. The first one presents the work done in 2012 to introduce RBM for TA activities and the changes introduced in the Monitoring & Evaluation methodology resulting from it. In the following chapter, the immediate and longer-term results of the WTO TA that could be measured in 2012 are presented to Members. Recommendations for improvement are then summarized, presented as lessons learned during the year under review.

3 MONITORING & EVALUATION OF PERFORMANCE IN 2012

3.1. The design of the M&E system for WTO TRTA was completed and approved by management for implementation in December 2012. The online platform of the system is being developed. To ensure effectiveness of the system, clear roles and responsibilities and formal lines of authority have been established. The sections and staff who will be in charge of collecting, analysing, and reporting performance information have been defined. There is need to ensure ownership of the M&E system by all stakeholders to increase its use, reach and effectiveness.

3.1 Introduction of RBM

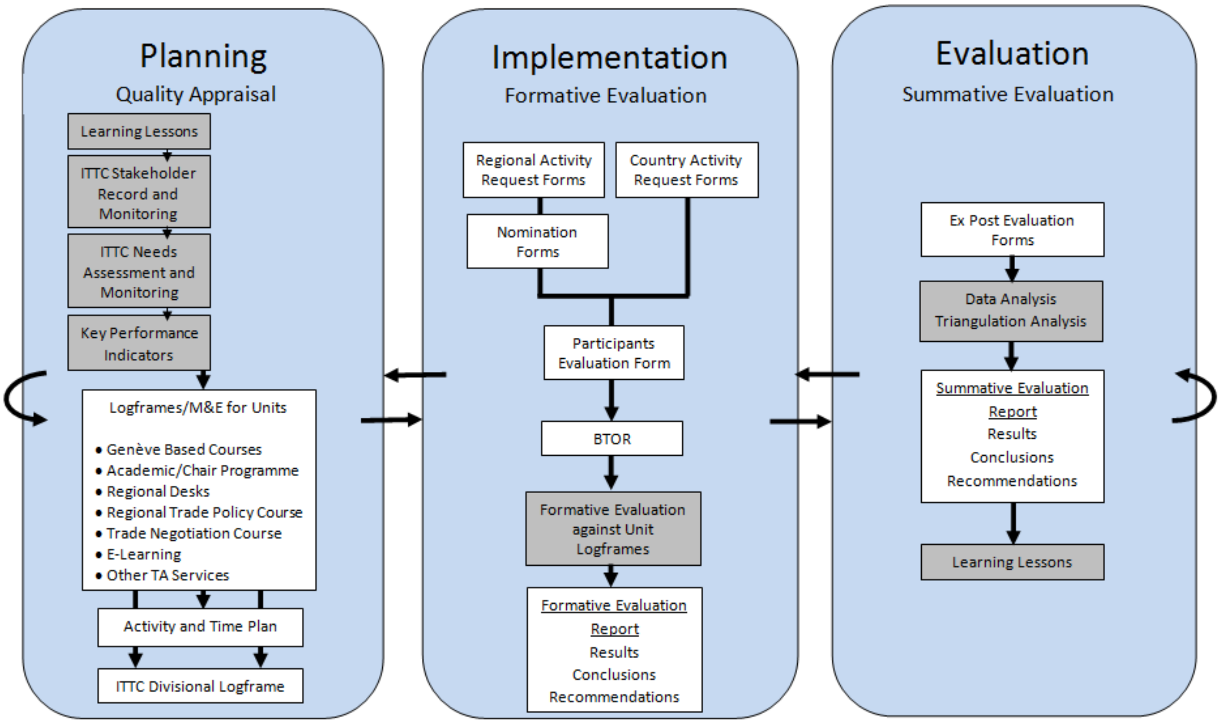
3.2. The Monitoring and Evaluation (RBM M&E) framework is the strategic tool for achieving technical assistance targeted results (outcomes). The system, once fully operational will provide a continuous flow of information useful, both internally and externally, to measure the progress being made towards achievement of the expected results, strengthen ITTC's capacity to improve performance and management of TRTA activities and enable all TA services and their results to be measured against stated objectives, so as to provide accountability to all relevant stakeholders.

3.3. Further to the decision to start implementing RBM for TA activities in 2012, the Technical Cooperation Audit unit (TCA) was subsumed into the ITTC on 1 March 2012 and became the Technical Assistance Monitoring & Evaluation Unit (TAME). Its main responsibility in 2012 was the introduction of RBM.

3.4. The pre-existing evaluation system progressively developed by TCA over the years already included many of the main components of an RBM system. With the support of an outside specialist, it was reviewed to fill any remaining gap and an RBM Monitoring & Evaluation toolkit was developed.

3.5. The diagram below sets out the designed RBM M&E system premised on three key stages, namely Planning, Implementation (Monitoring) and Evaluation which also builds upon the existing tools for data collection and dissemination.

[1] See document WT/COMTD/W/197.



3.6. The measurement of results at the heart of any RBM system, presupposes the identification of the set of performance indicators relevant to measure the output and outcome of the TA provided by the WTO and for which reliable information is available or can be obtained. The Secretariat worked in 2012 on the development of a set of such indicators, by subject or by programme. Some of these indicators were tested during the pilot country reviews conducted during the year (see below), thanks to the active contribution of some beneficiaries. Further work is required in this domain to arrive at a reliable and more stable set of indicators for the various TA programmes of the WTO.

3.7. The RBM system could not fulfil its aims without relying on a database to collect and analyse the data on the activities, on their intended outputs, on performance indicators and on results. It had been decided in 2011 to move to electronic forms and on-line work-flows for most of the key steps in the process, from request to authorization, implementation and assessment of a TA activity. By saving paper, streamlining procedures and feeding the relevant data directly into the ITTC TA database, this should contribute to increase the efficiency of the Secretariat. The 2012 review confirmed the validity of this choice. These electronic forms are currently being developed and the database of TA activities is being adjusted accordingly. The content of the database should also be adjusted to the new needs of the RBM system in terms of analysis and reporting. This will require a clear segregation with the historical data already stored in the database. The intention is to have the whole system operational in the second part of 2013.

3.8. Finally, the 2012 review focused on the logical framework on which the RBM system is based and on the planning of the activities during the year. The measurement of the resources dedicated to each activity now implemented by the Secretariat should also provide a more precise picture of the inputs used and help make a link between resources employed and results achieved.

3.1.1 Planning stage

3.9. During the Planning stage, stakeholders analysis and needs assessments will be undertaken, lessons learnt from the previous period, and a new Plan for TA activities is to be developed.

3.10. The various forms that are used to initiate, organize and assess a TA activity have been reviewed and reformed in 2012. A new Activity Request form was designed, which requires the organizers to define already at this early stage in the life cycle of the activity its intended objectives (outputs), the performance indicators which will be used to measure their achievement, and the assumptions that cannot be dealt with through the TA activity, but must be taken into consideration when designing and implementing it and may impact the achievement of the immediate results of the activity.

3.11. The form used by beneficiaries to request national activities was reformed following the same logic. The requesting country needs to first explain the problem that the requested activity is intended to solve, or the situation it should try to modify. In consultation with the beneficiary, this then leads to a definition of objectives corresponding to the needs identified in the request. The performance indicators that should be used to measure if the activity fulfilled its intended objectives also have to be specified in the request.

3.1.2 Implementation stage (Formative Evaluation)

3.12. In the Implementation stage the information generated in the Planning stage (the benchmarks) will be used as the basis for appraising, monitoring and evaluating the delivery of the TA services. The benchmarks underpin the implementation and monitoring process.

3.13. The Formative Evaluation reporting will focus on achievement of outputs and the realization of assumptions, with the Development Assistance Committee (OECD) (DAC) criteria of Relevance, Equity, Efficiency and Effectiveness used to provide overall coherence and analysis.

3.14. The Formative Evaluation reporting is geared towards internal use, providing unit managers, ITTC Director, and senior managers within the WTO with evidenced based performance data on how resources have been used and progress towards the delivery of TA activities achieved. Once the internal reporting and review has been completed, the final Formative Evaluation Report will be disseminated more widely to external stakeholders and Members through the Committee on Trade and Development (CTD).

3.15. The system will remain largely based on self-evaluation of the immediate results of activities by the trainers themselves, for obvious reasons of cost efficiency (formative evaluations). However, future self-evaluations will need to be based on more objective performance indicators identified prior to each activity, and not exclusively on the opinion of participants as used to be the case until now. For example, as most activities have as one of their primary objectives to increase participants' knowledge of one or several WTO agreements, basing the assessment of the results on quizzes or exams is a much more objective measure of how much they learned than the participants' own subjective assessment.

3.16. The Back-to-Office Report (BTOR) has traditionally been the instrument through which the organizers of the WTO TA activities have reported on what they organized, implemented and achieved. This report also undertook a facelift to comply with RBM requirements. The revised report should provide a better quality of information on the measurement of the immediate results achieved at the end of an activity, and establish a clearer link between these measures and the assessment of the activity.

3.1.3 Evaluation stage

3.17. The Evaluation stage focuses on analysing results and learning the lessons to be taken forward into future plans. It is also a time when the opportunities for sustaining the TA service's benefits should be investigated, either by creating on-going support for them or mainstreaming them into partner organizations. The Evaluation stage will be undertaken biennially and focused on outputs to outcomes and assumptions.

3.18. The ex-post evaluations of certain programmes conducted in the past by TCA every year would need to become more systematic. However, this will depend on the resources dedicated to such evaluations in the future, which will in turn depend on the evolution of the overall resources made available to the WTO to finance TA activities.

3.19. The country reviews conducted by TCA since 2009 would need to be based more systematically on a set of agreed performance indicators to better measure the longer-term results of the TA provided by WTO. To that effect, TAME initiated in 2012 a pilot project designed to see the extent to which such results could be measured in a small sample of countries. The initial intention was to include four countries covering Africa, Asia and Latin America, with one or two least-developed countries (LDCs) amongst them. Kenya and Senegal agreed to participate in the experiment, but efforts to enlist countries from other regions remained unsuccessful.

3.20. An agreement was reached with the Kenyan and Senegalese authorities to focus on a list of only six or seven subjects on which approximately ¾ of the WTO TA had concentrated over the past six years. For each of these subjects, a list of performance indicators - quantitative and qualitative - was then agreed. However, capturing retrospectively precise enough data corresponding to these indicators has proven elusive to date, and it has not been possible to go beyond generalities in most cases. Work will continue in 2013 to see if more precise data could be gathered to support the analysis of the results of TA, at least in certain domains. Coordinating such analysis with the TPR of the country may also be tested to see if this gives access to better information. Synergies with the M&E programmes set up in certain LDCs in the context of the Enhanced Integrated Framework (EIF) could also be explored.

3.2 Immediate results

3.2.1 E-Learning

3.21. Measuring the immediate results of E-Learning courses is much easier than for most other activities, since the results of each participant can be monitored individually and completion of an on-line training always requires passing an exam at the end. The performance indicators below were used to measure the immediate results of a course:

- Success rate (proportion of those who passed the exams amongst those who actually completed the course) - the passing rate was 50% on average of correct answers in the final exam at introductory level, and 60% on average at intermediate level, without failing more than one exam.

- Distinction rate (proportion of successful participants who passed the exams with more than 90% of correct answers on average)

- Rate of correct answers in the exams, knowing that the passing rate is 50% on average in the course "*Introduction to WTO*," and 60% on average in the other courses.

- Dropout rate (proportion of those who did not complete the course within three months)

Course	Attended	Successfully completed	Success Rate	Drop out	Dropout Rate	Correct Answers	Distinction	Distinction Rate
Agriculture	281	178	81%	61	22%	82.6%	49	28%
Development	159	124	84%	11	7%	86.8%	48	39%
Environment	325	264	88%	25	8%	87.2%	132	50%
Introduction to WTO	1,500	1,056	78%	144	10%	80.6%	251	24%
Multilateral Trade Agreements	409	206	72%	121	30%	83.9%	48	23%
Trade Economics	122	104	90%	6	5%	82.9%	42	40%
Market Access for Goods	193	112	80%	53	27%	78.8%	14	13%
MA Databases	23	22	96%	-	0%	84.0%	6	27%
Rules	228	183	85%	12	5%	85.5%	73	40%
Services	355	189	78%	113	32%	83.1%	52	28%
SPS	504	371	83%	58	12%	88.4%	188	51%
TBT	278	217	84%	20	7%	87.4%	95	44%
TRIPS	258	181	82%	38	15%	83.9%	50	28%
My Course	3	2	67%	-	0%	80.0%	N/A	N/A
Total	4,638	3,209	81%	662	14%	83.8%	1,048	33%

3.22. These results speak for themselves. An average success rate of more than 80% is a very good result, in slight progression compared to 2011 (+ 2 percentage points). The standard deviation from this average (6%) is limited, as success rates in the various courses was fairly homogeneous. The lowest rate of success (72%) was registered in the intermediate level course for generalists (multilateral trade agreements). This is a continuation of the trend in previous years, despite a marginal improvement. The new courses on Market Access databases and trade economics had very high rates of success, but these figures may not be entirely representative given their limited number of participants in 2012 (they were first offered on 1 October and 10 August respectively). Otherwise, Trade and Environment continued to be the most successful course in 2012 as in 2011.

3.23. The average rate of dropouts was reduced from 17% in 2011 to 14% in 2012. Services, Multilateral Trade Agreements and Market Access for Goods courses had dropout rates of around 30%, whilst a number of other courses registered rates of a few per cent only. The rate of distinction amongst successful participants gave an equally contrasted picture, with rates as high as 50% (SPS and Environment) and as low as 13% (Market Access for Goods), a continuation of the trend observed in 2011.

3.24. Overall, this analysis shows certain differences between the courses, as some of them have traditionally had higher rates of success (e.g. trade and environment, SPS), whereas some others have been more challenging for participants (e.g. Multilateral Trade Agreements, Services or Market Access for Goods), even if they remained successful.

3.25. The same performance indicators can also be used to analyse the results of the courses by linguistic version, since they reach different publics.

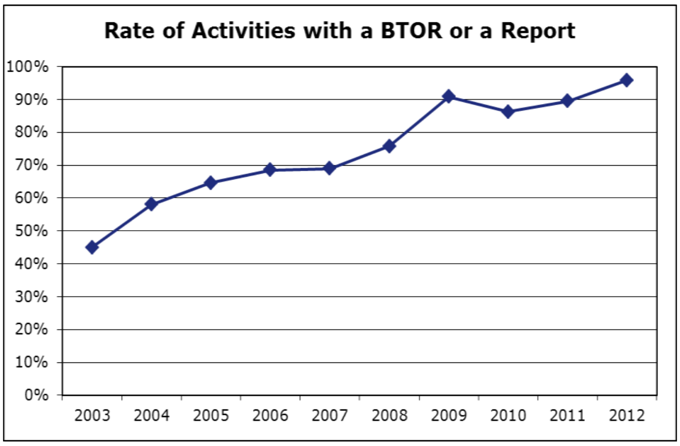
Language	Attended	Successfully completed	Success Rate	Drop out	Dropout Rate	Correct Answers	Distinction	Distinction Rate
English	2,746	1,927	82.5%	368	11.3%	84.5%	641	33.3%
French	915	582	79.3%	184	20.8%	81.7%	137	23.5%
Spanish	977	700	81.9%	110	12.6%	84.9%	270	38.6%
Total	4,638	3,209	81.4%	662	14.4%	83.8%	1,048	32.7%

3.26. There are small success rates differences between the courses in the three languages. Participants in French-language versions of the courses tended to have slightly lower results than their counterparts using the English or Spanish version of the same course.

3.27. However, French-language courses improved on all accounts in 2012 compared to the previous year: the growth of their success and distinction rates was respectively three and ten times that for English courses, whilst their dropout rate went down much more rapidly (-13% compared to -2% for English courses). The interest in the French-language E-Learning courses grew by 14% in 2012, compared to 7% and -1% for English and Spanish courses respectively, in spite of the lower growth of the number of courses offered in French (+2 courses when 4 new courses were offered in English in 2012). Overall, though the performance remained somewhat lower in French courses, it was progressively catching up with the other two linguistic versions. The evolution of the situation will be closely monitored in 2013.

3.28. An analysis of these results by gender showed that women's average success rate was a few percentage points higher than men's one. The difference was 2 percentage point in 2010; 4.5 in 2011; and 3.6 in 2012. However, these averages hide significant variations between the courses, as women were far from being always more successful than men.

3.2.2 Face-to-face activities



3.29. The performance indicators available to monitor the results of face-to-face activities are certainly less precise than in the case of E-Learning: in 2012, only two activities used a final exam to measure the performance of their participants. The immediate results of the other activities should be measured in the BTOR by the trainers themselves. As BTORs are consequently the main evaluation tool for face-to-face activities, following past recommendations from TCA, an effort was made since 2009 to make them more systematically available. The measures taken in 2012 in this regard have produced good results and the reporting rate for the year edged closer to 100%.

3.30. In reality, a fully-fledged BTOR was available for only three quarters of the TA activities in 2012. The remaining 25% of activities were reported through simple memos or notes, which in most cases deprived the Secretariat some essential information, such as the objectives of the activity and an assessment of their achievement at the end. In 2012, the format and content of BTORs was revised to align them with the DAC criteria and make sure that in the future BTORs would include the information required by the WTO reporting guidelines.

3.31. In 2012, the use of an exam was tested in the RTPCs for the Central and Eastern European, Central Asian and Caucasus countries (CEECAC) and Middle East region. The result for each participant took into account participation during the course (30%) and the final exam results (70%). Of the 21 participants in the CEECAC RTPC, four received a certificate with distinction (19%), 15 received a certificate of success (71%) and two who did not reach a combined pass mark in both the final exam and participation in the course received a certificate of attendance (10%). For the 28 participants in the Middle East RTPC, these figures were respectively 4 certificate with distinction (14%), 16 certificates of success (57%) and 8 certificates of attendance (29%). The overall success rate of the courses was 90% and 71% respectively. This experimentation with exams showed that the testing mechanism needed several improvements.

3.32. This experiment proved very valuable for the Secretariat, as it gave a much more objective measure of the actual results achieved by participants at the end of the course. It gave a strong incentive to the participants to work hard during the course and learn as much as they could. As such, it could be a powerful tool to maximize the immediate results of the WTO activities. It also showed that the approach used for E-Learning courses could be replicated in face-to-face activities, with some adjustments. Finally, it broke a taboo about the possibility to fail a participant at the end of a face-to-face activity.

3.33. Most other face-to-face activities were evaluated by the trainers themselves on the sole basis of the feedback from Participants' Evaluation Forms (PEFs). At the end of each activity, participants are requested to assess on a scale of 1 (minimum) to 5 (maximum) different aspects, including in particular whether each of the objectives assigned to the activity at its beginning had been achieved. The opinion of the participants should normally be only one of the elements taken into account by the trainers when evaluating the immediate results of the activity they organized and delivered. In practice, other more objective criteria, such as the results of quizzes or exercises, relevance of questions raised, etc., were very rarely used in the BTORs in 2012, even when they were available. As a result, most face-to-face activities were mainly evaluated by the participants only.

3.34. An analysis of the BTORs revealed that the activities organized in 2012 had on average 2.5 objectives each (one third of the activities had two objectives, another third had three and the last third was split almost equally between the two extremes). Three quarters of the activities for which a BTOR was available had as one of their objectives to improve the knowledge of participants about one or several of the WTO Agreements. The improvement of the analytical or negotiating skills of the participants came next (38%), followed by the improvement of the general understanding of the WTO (29%), the mastering of the provisions related to transparency and notifications (24%), and the reinforcement of the autonomy of participants in finding the relevant provisions, information or documents on a particular subject (21%).

3.35. When evaluating their own achievement of the immediate objectives of the activities, participants gave an average mark of 4.5 out of a maximum of 5. Amongst the 413 immediate objectives assigned to TA activities for which data was available in 2012, only 25 were given a mark 3 and two a mark 2 (5 being the maximum and 1 the minimum). This means that the achievement of 93% of the objectives was rated as satisfactory or outstanding in 2012. Whilst there is no doubt that the TA provided by the WTO was of the highest quality and that participants got the most out of it, these figures look too good to be entirely true. As demonstrated when more objective testing methods are used (for E-Learning courses or in the pilot conducted in 2012 in the RTPCs for the CEECAC and Middle-East regions), the actual success rate must probably be somewhere between 70% and 80% on average.

3.2.3 Academic Support Programme

3.36. Under the Academic Support Programme, the main event of the year was the Mid-Term Review of the WCP, for which an assessment mission by independent external evaluators was sent to each of the 15 WTO Chairs. The evaluators examined relevant documents, data, research papers, receipts and records in order to assess whether key components of the WCP had been developed and whether the funds provided were used appropriately to achieve the objectives of the programme. The review addressed the enhanced research capabilities created on trade policy, the development of enhanced teaching and curriculum, the enhancement of the outreach of the Chairs, their ownership of the Programme and its long-term sustainability, their financial management and any knowledge sharing they would have engaged in. The evaluations were presented to the WCP Annual Conference early July. The Mid-Term Review gave a rather contrasted picture of the situation.

3.37. Some Chairs performed better than others, producing significant amounts of outputs of high quality and strengthening their future sustainability potential. Out of the 15 Chairs, the mid-term review showed that two were significantly underperforming. This represents a success rate of more than 85%. However, the main challenge identified by the Review was the attribution of the various activities announced by the Chairs to the Programme, as in several instances it was not entirely clear if they had resulted from the WTO support or not. The value actually added by the Programme to the activities regularly carried out by the various Chair holders could not be measured. In this regard, it seemed that the "WTO" brand - more than the financial grant - could be the main asset of the programme, as it increased significantly the national and international standing and visibility of the Chair holders on the academic scene.

3.38. The Programme acted as a catalyst in generating a significant amount of activity in the area of curriculum development, research and outreach, the three pillars of the Programme. It was felt that, on average, it had contributed to enhancing institutional capabilities in the universities holding a Chair.

WCP Activities

Year	Research	Curriculum	Outreach	Total
2010	47	31	58	136
2011	140	50	122	312
2012	183	37	106	326

3.39. The overall volume of activity remained fairly stable compared to 2011, but the mix between the three pillars of the programme changed significantly. The number of research publications increased by 30%, which might result from the efforts made by the Chairs in the previous years to stimulate research. Activities for the development of new curricula and new courses went down in almost the same proportion, which seemed natural since new courses cannot be multiplied and existing ones revised indefinitely. Finally, the volume of outreach activities also went down by more than 10%, which was cause for concern on the part of the evaluators.

3.40. The evaluators raised several concerns about the kind of research ascribed by the Chairs to the Programme. Whilst the overall volume of research may look satisfactory, the absence of quality control on the outputs was an important caveat, especially given the high value attached to the WTO brand. It was recommended to focus less on quantity and more on quality. This would lead, as recommended, to give priority to publications in English (a significant proportion of the research was published in local languages) in peer-reviewed periodic, if possible of international standing (only a small minority of the research projects financed by the programme actually met these criteria).

3.41. Progress in the development of new or updated curricula was more uneven amongst the Chairs. The courses offered tended to be multidisciplinary, which could limit the opportunities for students to specialize on trade issues. Competition with other universities offering similar programmes was spotted in certain places. The evaluators noted that the sustainability of some of these courses was directly linked to charging fees to students, a practice adopted by most but not all Chairs.

3.42. The evaluators also pointed to the limited evidence of impact of the research produced on national or regional policies in the area of international trade. Here again, if the total volume of outreach activities might look satisfactory, there was limited evidence that they addressed the appropriate publics and had any influence on them. Only a small minority of Chairs seemed to have established appropriate connections with governmental authorities. These links actually predated the WCP. Chair holders remained entirely free, for example, to define the priority areas of their work, and WTO did not interfere in matters relating to research topics. If this gave strong ownership of their work to the Chairs, this might also have limited its political relevance. Emphasis was placed on linking research and outreach with policy-makers towards the end of 2012.

3.43. As a result, in its present form, the WCP appeared to have been quite successful in stimulating academic activity on trade-related issues, but less so in monitoring the quality of such production and in influencing policy makers.

3.44. These results have to be assessed against the significant resources dedicated to the programme. In 2012, out of approximately CHF 1.8 million dedicated to the Academic Support Programme (representing approximately 11% of the total WTO resources dedicated to TA),[2] the WCP used CHF 1.3 million. This Programme is supported by an Advisory Board comprised of 23 academics acting on a *pro bono* basis and benefited 15 academic institutions. A number of WTO staff members also supported the WCP upon request from the Chairs.

3.3 Longer-term results

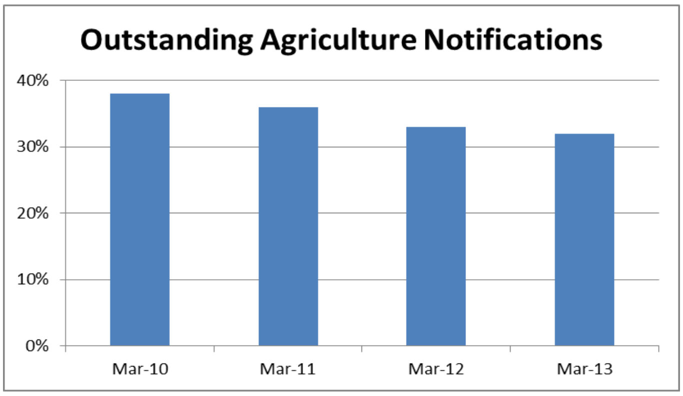
3.45. The measurement of the longer-term results of the TRTA provided by the WTO to its Members and Observers is not the least of the challenges ahead of the Secretariat, for both methodological and practical reasons. This has been abundantly documented in the literature on the subject. Leaving this important caveat aside, the Secretariat has undertaken since 2009 to measure some of the results produced in the domains in which it provides TRTA to beneficiaries. When requesting the Secretariat to manage its TA programme on the basis of results, Members have indeed agreed that it would be assumed that, should results be measured in those areas in which the WTO had provided TRTA, part of the merit would be attributed to it.

3.3.1 Transparency obligations

3.46. Every year, when presenting the provisions of the various agreements, many WTO TA activities insist on the transparency obligations imposed on Members. In 2012, a quarter of the face-to-face activities even had as one of their main objectives a proper understanding by the participants of these obligations or their mastering of the notifications' technicalities.

[2] By comparison, this is more than the resources allocated to the RTPC programme which financed 189 days of training for 176 participants in five regions in 2012.

3.47. For example, the Secretariat has been organizing workshops specifically dedicated to the notification obligations under the agreement on Agriculture since 2009. In the discussions on the timeliness and completeness of notifications held by the Committee on Agriculture in the spring of 2009, many Members had mentioned their need for specific training in this domain. The Secretariat performed a survey on this subject, in which Members expressed their ideas on ways to improve compliance with their notification obligations and to enhance their institutional capacity to analyse the information notified by other Members and participate in its review by the Committee.[3] As a result, the Committee on Agriculture requested on 2 July 2009 that a series of notification workshops be organized by the Secretariat.



3.48. However, well-trained officials do not necessarily guarantee a subsequent outpour of notifications, as many political or logistical externalities may stand in the way. Taking this important caveat into account, the Secretariat has measured the evolution of the rate of outstanding notifications under the Agreement on Agriculture. The measure focused on five main notification obligations of Members under the Agreement on Agriculture.[4] Since 2009, after four workshops on agriculture notifications, the overall rate of outstanding agriculture notifications has progressively decreased from 38% down to 32% in March 2013. Progress occurred even for notifications on domestic support and export subsidies,[5] which have traditionally been the most problematic for many Members. Only 40% of them are still outstanding today, instead of 50% four years ago.

3.49. It can reasonably be assumed that the training provided by the Secretariat in this domain played a role in this evolution. However, the decrease of outstanding notifications is very progressive for the moment, which means that the support provided by the Secretariat to Members will need to be sustained over a long period of time to produce more meaningful results. This should be combined with a continuous focus of the Committee on Agriculture on this particular aspect of the implementation of the Agreement.

3.3.2 Country reviews

3.50. As indicated above, the Secretariat initiated two pilot country reviews in 2012 in Kenya and Senegal. The objective of these reviews was to beef-up the country reviews conducted earlier by TCA and which had been mainly based on interviews, in order to ground the assessment of the longer-term results produced by the TA provided by the WTO on more objective and factual elements.

3.51. As will be seen below, these two pilots have been partially successful. They gathered factual information which can objectively support the measurement of certain results. However, the volume and precision of the data to be collected a posteriori proved a real challenge. Some of the chosen indicators did not produce meaningful information and had to be dropped; others - such as the participation in the meetings of WTO bodies - which involved regional groupings were actually impossible to measure with a sufficient level of reliability. As a result, the harvest could not be comprehensive enough in a number of respects. The Secretariat also lacked resources to investigate more thoroughly on its own, as it does in the context of TPRs.

[3] See document G/AG/GEN/85 of 15 June 2009.

[4] These notifications related to Market Access (tariff-rate quotas), Domestic Support (AMS) and Export Subsidies. Figures on outstanding notifications are regularly presented to the Committee on Agriculture in document G/AG/2 and its subsequent revisions.

[5] These are the two areas in which all Members have a notification obligation. Other notification requirements are largely dependent on the specific commitments assumed by each Member under the Agreement on Agriculture.

3.3.3 Kenya

Topic	Activities	Participants
Agriculture	8	15
Dispute Settlement	3	3
Environment	5	6
General	57	119
Gov. Procurement	2	4
MA for Goods	6	49
Rules	7	9
Services	4	10
SPS	18	53
TBT	12	17
Trade Facilitation	11	21
TRIPS	10	15
Total	**143**	**321**

3.52. A review of the TA provided by the WTO to Kenya over the 2006-11 period showed that 85% of the activities and 90% of the participants had dealt with seven main subjects: General training on WTO and its agreements, SPS, Market Access for Goods, Trade Facilitation, Technical Barriers to Trade (TBT), Agriculture and Trade-related aspects of Intellectual Property Rights (TRIPS). For each of them, a list of performance indicators was then agreed with the Kenyan Authorities to try to measure the extent to which any material change could be noticed in these domains during the period under review. In 2012, the TPR of Kenya was being performed as part of the review of the East African Community.[6] The Kenyan Authorities undertook to collect the required evidence and make them available to the Secretariat once their TPR was over. Unfortunately, this proved only partially possible, as the authorities could only provide very general data on four of the chosen subjects (Agriculture, Market Access for Goods, SPS and TBT). However, the information was complemented with the information available to the Secretariat in the various WTO documents and databases.

3.53. Kenya has a National Committee on WTO, with subject-specific sub-committees, which meet periodically to review issues pertaining to the multilateral trading system (MTS). During the period under review, Kenya's negotiating positions were generally aligned with those taken by the African and African, Caribbean and Pacific (ACP) groups, which presented and defended these positions. These groups have been particularly active in the Non-Agricultural Market Access (NAMA) negotiations, in which they presented each year a number of proposals (on issues related to Non-Tariff Barrier (NTBs), non-reciprocal preferences, international standards, etc.) or in the Negotiating Group on Trade Facilitation (NGTF). This means that the contribution of Kenya to the negotiations or the operation of the WTO bodies could not be observed directly in most cases. In 2011, Kenya was the coordinator of the African Group and was provided an intern under the Regional Coordinator Internship Programme to support its Geneva mission. It also had a Mission intern in 2006 and 2010.

3.54. According to the Authorities, the annual provision of national data to the Integrated Database (IDB) and Consolidated Tariff Schedules Database (CTS) was very timely, as was the verification of the transposition of the national schedule of concessions. The HS96 schedule of concessions of Kenya was circulated to the Committee on Market Access in June 2010.

3.55. Kenya seems fairly well organised to deal with SPS issues. Meetings of the SPS Committee are attended by representatives of the inquiry points Kenya Plant Health Inspectorate Service (KEPHIS) and Kenya Department of Veterinary Services (DVS). Notifications were regularly presented when necessary (e.g. when emergency measures were taken in 2005-06 due to the outbreaks of avian flu) or required (e.g. requirements for importation of plants in July 2010 - G/SPS/N/KEN/30). Stakeholders seem to be regularly informed and involved through the National SPS Coordinating Committee. Kenya benefited from specific TA from the European Union (EU) in this area to beef-up the facilities of its Plant Health Inspectorate Service (G/SPS/GEN/1020) and implemented an electronic pest surveillance mechanism for horticultural products (G/SPS/GEN/1019). A National Biotechnology Awareness Strategy was developed in 2008 leading to the adoption of a Biosafety Act in 2009 and the establishment of a National Biosafety Authority in 2010.

[6] See document WT/TPR/S/271

3.56. The management of TBT issues by the National TBT Consultative Committee seemed equally effective. During the period under review, Kenya notified more than 200 technical regulations (e.g. on food products, chemicals, textiles, water, electric equipment, etc.) to the Committee on TBT, in which Kenya is regularly represented thanks to the sponsorship of Swedish International Development Cooperation Agency (SIDA) (mentorship programme). Standardization issues are managed by the Kenya Bureau of Standards (KEBS), which is the national enquiry point on TBT. Kenya raised one specific trade concern in 2010 concerning the effects of Canada's Tobacco Act on Kenya (G/TBT/W/330).

3.57. In the area of Trade Facilitation, Kenya introduced the Simba electronic system in 2005 to process customs declarations. This helped reduce progressively the number of days necessary for overall procedures. However, 24 days were still needed to that effect according to the World Bank.

3.58. In 2008, Kenya associated itself with a group of developed and developing countries led by the EU to present a proposal on the extension of the additional protection for geographical indications to products other than wines and spirits (TN/C/W/48). It also passed the Anti-Counterfeit Act and took actions to eradicate counterfeit and piracy, in particular for software with the support of Microsoft. The Anti-counterfeit Agency was established in June 2010.

3.59. These results are encouraging. At this stage, it can reasonably be assumed that the TA provided by the WTO to Kenya contributed to them, if only by drawing the attention of the authorities to required improvements and possible solutions.

3.3.4 Senegal

Topic	Activities	Participants
Agriculture	6	10
Dispute Settlement	3	3
Environment	2	11
General	44	73
Gov. Procurement	1	2
MA for Goods	4	8
Rules	4	4
Services	5	6
SPS	10	16
TBT	5	8
Trade Facilitation	13	17
TRIPS	9	23
Total	**106**	**181**

3.60. A review of the TA provided by the WTO to Senegal over the 2007-11 period showed that 72% of the activities and of the participants had dealt with four main subjects: General training on WTO and its agreements, SPS, Trade Facilitation and TRIPS. For each of them, a list of performance indicators was then agreed with the Senegalese authorities to try to measure the extent to which any material change could be noticed in these domains during the period under review. The authorities undertook to collect the required evidence and make them available to the Secretariat. The information provided by the authorities covered all the agreed areas, sometimes in a rather general way. It was complemented by the information available to the Secretariat in the various WTO documents and databases.

3.61. Senegal has a National Committee on International Trade Negotiations with six subject-specific sub-committees since 2001. According to the authorities, the committee functioned regularly throughout the period. The authorities also confirmed that a large number of the officials trained by the WTO during the period (48 in 2011) were still working for the government on WTO-related matters, such as the Doha Development Agenda (DDA) negotiations. One former participant was posted at the Senegalese mission in Geneva throughout the period under review. Senegal had submitted itself to a TPR in 2009.[7] The authorities undertook to follow the recommendations generated by the review. They stated that the two WTO Reference Centres established in Senegal remained operational throughout the period, but could certainly attract more visitors.

[7] See Document WT/TPR/S/223/Rev.1

3.62. SPS issues were dealt with by the Sub-Committee on Trade in Agricultural Products, which met regularly during the period. Three notifications were presented by Senegal in 2010.[8] It had previously presented only four other notifications under the SPS Agreement back in 1996 and 2000.

3.63. In the area of Trade Facilitation, the National Committee on International Trade Negotiations established a seventh Sub-Committee to deal with this subject in 2009. According to the authorities, the sub-committee efficiently prepared Senegal's positions prior to the meetings of the NGTF in Geneva, in which it participated regularly. Around four officials trained by WTO kept working on these issues during the period. In 2011, Senegal summarized its positions on the 8th revision of the negotiating text in a document sent to the negotiating group, and it associated itself with Egypt and Saudi Arabia to present a joint negotiating proposal concerning the time for the next round. In 2009, in its report on "*Doing Business*," the World Bank ranked Senegal as the first most reformist African country and the 5th worldwide. It also ranked Senegal as the world most reformist country for trading across borders.

3.64. The sub-committee on TRIPS met regularly every year during the period to coordinate Senegal's positions in this area. In October 2007, a national brigade to fend off counterfeit and pirated goods started to operate inside the national police. It launched a number of actions, for example against sellers of pirated Compact Disks (CDs) or DVDs (250 arrests per year between 2007 and 2009, 8 tons of pirated CDs/DVDs and production equipment destroyed). A new law on Copyright and related rights was adopted in 2008. The 2009 TPR found that the Senegalese legislation conformed to the TRIPS agreement. In January 2011, Senegal adopted the protocol on patents and public health amending the TRIPS agreement. The criminal code was also reformed that year to take into account the 2008 law on copyright and a new National Programme of Development of Intellectual Property (NPDIP) was developed with World Intellectual Property Organization's (WIPO) support (still waiting implementation). In June 2011, Senegal communicated to the TRIPS Council its priority needs for technical and financial co-operation in a 21-page document (IP/C/W/555). Finally Senegal participated in three meetings of the TRIPS Council in 2010 and 2011, an improvement on the previous years during which it did not attend such meetings.

3.65. These evolutions are encouraging. At this stage, it can reasonably be assumed that the TA provided by the WTO to Senegal contributed to these evolutions. The presence during 2011 at the Geneva mission of Senegal of an intern financed by the WTO certainly played a role in the increased presence of the country in meetings of the WTO bodies, such as the TRIPS Council, as did the WTO programme to finance the participation of LDC delegates in the meetings of the NGTF.

4 LESSONS LEARNED

4.1. This chapter regroups the various lessons learned when monitoring and evaluating the TA activities implemented in 2012. The review performed led to the identification of a number of best practices, which should be extended to other areas of TRTA. Both the lessons learned and the identified best practice should be taken on board by the Secretariat when preparing future TA Plans.

4.2. The various lessons learned and best practice identified during the year under review can be regrouped around three main themes: improvements required in the way TA is organised and managed in the TA Plan 2014-15; adjustments to the TA offered by the Secretariat; and actions needed for the successful implementation of RBM.

4.1 Management of WTO Technical Assistance

4.3. Traditionally, the TA offered by WTO has been managed collectively by Members through the TA Plan. Since a large part of this TA is financed through voluntary contributions, an increase in earmarking of these voluntary contributions could have implications on the DDAGTF.

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[8] See documents G/SPS/N/SEN/5 to 7.

Recommendation 1: Members may wish to analyse the possible implications of the current increase in the earmarking of the voluntary contributions received from donors to help finance the TA provided by the WTO.

4.2 WTO Technical Assistance Offer

4.4. A new approach to face-to-face activities in general, and regional ones in particular, is required in the TA Plan 2014-15. A particular attention will need to be paid to the actual value added by each type of activity, compared to more efficient alternatives such as E-Learning or national activities.

Recommendation 2: In the TA Plan for 2014-15, the Secretariat should focus face-to-face activities, in particular at regional level, on the areas and content on which they can provide a real added-value, given their relatively high cost compared to E-Learning or national activities.

Recommendation 3: The Secretariat should dedicate more resources in the future to E-Learning to widen its coverage of the various WTO subjects and improve the presentation, pedagogy and interactivity of the courses when possible, since the return on such investment would be proportionately much higher.

4.5. To maximize the use of WTO staff time, a particular attention should also be paid to the existence and identification of a commonality of needs in a region or at global level. In a context where resources are scarce, it seems pertinent to reassess the composition of the WTO "product mix" to eliminate potential duplications between national and regional activities on the same subjects and maximize the results produced with the resources available.

Recommendation 4: In the TA Plan for 2014-15, the Secretariat should examine carefully the value added by regional activities, given their relatively high cost. The TA Plan should provide the Secretariat with the flexibility to adopt a regional or national approach, responding fully to the identified needs of beneficiaries and taking into account the relative cost of the immediate results that can be reasonably expected from the activity. This should apply on a case-by-case basis.

4.6. Under the Academic Support Programme, the Mid-Term Review of the WCP conducted in 2012 showed that a number of adjustments were needed in this domain.

Recommendation 5: In the TA Plan for 2014-15, the Secretariat should consider ways of improving the efficiency of the Academic Support Programme. Its resources should be better aligned with its potential to generate results.

4.7. To better respond to the TA needs and priorities of beneficiaries, the Secretariat should continue its work on the structure of its TA offer, in particular on the most appropriate balance between the three Progressive Learning Strategies (PLS) levels of training and between the various subjects. However, there is still a need for a clearer definition subject by subject of the curriculum, concepts and knowledge which has to be mastered at each of the three PLS levels. The progressivity achieved thus far in WTO training resulted mainly from the generalization of prerequisites to participate in intermediate and advanced activities. This increased the level of knowledge and competence of the average participants about the WTO and its agreements and allowed trainers to go deeper into the substance during the TA activities when covering the same subjects. This way, a certain progressivity was introduced in the TA offered by WTO at regional or global level.

Recommendation 6: The Secretariat should define the substantive content of each of the three training levels instituted by WTO subject by subject. It should then adjust the content of the training offered by WTO, on-line and face-to-face, accordingly. It should inform future participants about the substantive knowledge required in any activity to which they are invited, so they can undertake to bridge in advance any gap they would detect.

Recommendation 7: In the TA Plan for 2014-15, the Secretariat should consider whether the current balance between levels and training paths in the TA offer of the WTO, responds to the needs of Members. Corrective actions should be proposed if necessary.

4.3 Implementation of RBM

4.8. The active involvement of all TA stakeholders (beneficiaries, donors and the Secretariat) is essential if RBM is to be successful. RBM for the monitoring and evaluation of TA activities is being introduced incrementally and systematically by the Secretariat.

4.9. Whilst progress was made on this front in 2012, more is needed to measure as objectively the immediate or longer-term results achieved by the TA provided by WTO to beneficiaries. The use of relevant and objective performance indicators, such as tests of the participants' acquired knowledge or skills at the end of face-to-face activities, is critical in this perspective. At a time when the Secretariat is expected to report more comprehensively on the results of the TA activities it organises, past recommendations on a credible measurement of performance have to be repeated.

Recommendation 8: The immediate results achieved by the TA activities organized or delivered by the WTO should be measured as objectively as possible by the Secretariat. Credible performance indicators should be identified in advance by the trainers to that effect, such as exams, quizzes, exercises results, etc. BTORS should report systematically the measure shown by the indicators chosen. The opinion expressed by the organizers in the BTOR should be grounded on these measures.

Recommendation 9: For 2014-15 TA activities, the Secretariat should recommend the introduction of new means of testing participants' knowledge at the end of face-to-face TA activities organized by WTO. Such means could take into account the engagement by each participant in the activity and be based on objective evaluation methods as far as possible (e.g. quiz, test, exercise, exam, etc.). They should focus on the essential content of the activity according to the benchmarks to be developed for each subject at each of the three levels of progressive learning.

4.10. As BTORs will remain the key instrument for the evaluation of the immediate results (outputs) of the TA activities under the new RBM methodology, the success of the new approach rests on the capacity of the Secretariat to improve significantly on the availability and quality of BTORs. It is worth repeating earlier recommendations in this regard.

Recommendation 10: A BTOR from the organizers should become systematically available for each and every TA activity organized or delivered by WTO staff members. The BTOR should include the information required by the WTO reporting guidelines, such as immediate objectives, performance indicators, assessments of the immediate results, etc.

4.11. The measure of the longer-term results that can be associated with the TA provided by the WTO would require developing new synergies with the TPRs conducted by the Secretariat. The two pilot reviews conducted in 2012 in Kenya and Senegal demonstrated that certain results, evolutions and changes did occur during the period under review in the areas in which the TA provided by the WTO had concentrated. However, one possible lesson learned in the process was that such country reviews duplicate in several respects the work done during a TPR. There would be obvious merit in combining the two exercises and performing them together. This might make available a better, more precise and more comprehensive set of data and could leverage the resources of the Secretariat and of the country under review. This would also allow going beyond the mere inventory of recent Aid for Trade support and needs currently included in the TPRs of LDCs and some other developing countries.

Recommendation 11: Members should consider including future country reviews designed to measure the longer-term results of the TA provided by the WTO as part of the TPR of these countries.