

FINAL REPORT

"REPORT ON THE INSTITUTIONAL
ASSESSMENT OF CINDE'S EXPERIENCE WITH AID
AND ITS PARTICIPATION IN THE TRAINING
FOR PRIVATE SECTOR DEVELOPMENT PROJECT"

Project Number 515-0000.3

IQC Contract Number 1406-I-04-4053-00

Work Order Number 4

Submitted To:

US AGENCY FOR INTERNATIONAL DEVELOPMENT
San Jose, Costa Rica

Submitted By:

DEVELOPMENT ASSOCIATES, INC.
2924 Columbia Pike
Arlington, VA 22204 USA
(703) 979-0100

February 198

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ACKNOWLEDGEMENTS

The Assessment Team wishes to express its appreciation to the staff of CINDE, particularly Richard Beck, President of the Board, Dr. Fernando Naranjo, Executive Director, and Ing. Clara Zomer, Manager of PROCAP, for giving such generous amounts of time and cooperation, enabling us to fulfill our mission in a timely manner. We are also grateful for the interviews extended by the staffs of CIAPA and INCAE in providing valuable insights into the role of CINDE and its relationships to other organization.

We thank Dan Chaij, Tom McKee, David Kitson, Ann Farrar and others of the USAID San José Mission, who shared their information and perspectives so willingly. And last but not least, we are grateful for the yeoman work of Ms. Elena Stewart who faithfully copied our volume of words with speed and accuracy.

George Coleman ✓

Erich Hofmann ✓

San José, February 1985

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INTRODUCTION AND SUMMARY OF FINDINGS

AND RECOMMENDATIONS

An assessment of CINDE, the Costa Rican Coalition for Development Initiatives, was carried out by two senior evaluators from Development Associates, Inc., an IQC contractor of AID, at the request of USAID/Costa Rica. CINDE was organized to stimulate greater industrial growth and export trade for Costa Rica through a multi-faceted program of training, communication, dissemination of information concerning investment and promotion, and studies to eliminate obstacles to expansion of the business and trade sectors. The USAID Mission wanted to know what was CINDE's performance to-date under several grants of funds by AID, an assessment of CINDE's capability to act as the local implementing institution for the Private Sector Training Project and a determination if CINDE is the most appropriate Costa Rican institution to implement this project.

A. The Scope of Work

AID requested that the assessment answer the following questions:

1. Doctrine

- a. What is CINDE and what does it do?
- b. What is the relevance of the goal and purpose of the Project to CINDE's aims?

2. Program

- a. Based upon CINDE's performance to date in implementing and managing tasks assigned by USAID under previous Economic Stabilization and Recovery Project Agreements, including accomplishments and shortcomings, draw conclusions on CINDE's ability to manage the Private Sector Training Project activities.

3. Leadership

- a. What are the background and experience of CINDE's key personnel and those who would be dealing with the Private Sector Training Project?

4. Resources

- a. How adequate is CINDE's staffing pattern, present and planned?
- b. What are the technical capabilities of the newly created Project implementation unit?
- c. If additional staff will be required to implement the Project, how, when and from where will they be obtained?
- d. How financially viable is CINDE in the context of continuing training activities after the Project Activity Completion Date?

5. Internal Structure

- a. What is CINDE's organizational structure and how will it affect the Project?
- b. What experience has CINDE, as an organization, had in similar training activities?

c. What are the linkages which exist between CINDE, the GOCR and local training organizations?

d. What is CINDE's capability for determining training needs?

Other Institutions

Do other Costa Rican institutions exist that could possibly implement the Project? What is their interest in doing so, their relevant experience and qualifications, and the advantages and disadvantages of using a Costa Rican institution other than CINDE?

B. Evaluation Methodology

During a two-week period from January 21 to February 2, 1985, the two Development Associates senior staff members, Erich Hofmann and George Coleman, carried out intensive interviews with the key personnel of CINDE, CIAPA (The Center for Political-Administrative Research and Training), INCAF (the Central American Institute of Business Administration), the President of the Board of Directors of CINDE and those CINDE personnel who would work with PROCAP, the Private Sector Training Project funded by AID. (Please see Annex I for list of those interviewed.) The assessment team

also examined the relevant CINDE files including procedures and regulations for implementing the short and long-term training activities in the U.S. and short-term training in Costa Rica. In addition, several relevant studies of industrial areas that would be participating in the training project were reviewed to determine CINDE's methodology for determining training needs. As an additional aid to understanding the characteristics of CINDE personnel, individual resumes were collected from each staff interviewed to provide additional insights into their collective academic preparation and professional experience. Finally, both team members attended the first seminar provided by CINDE under the new training initiative, a conference of top level banking personnel with the objective of presenting new information on "Perspectives of the Bank for 1985" held in San José, January 30. This was considered an important opportunity to observe CINDE's ability to plan and coordinate a typical training activity, representative of those activities they would undertake in the future.

C. General Findings

The general conclusions of the assessment team are summarized in this section based on the observations recorded in Section 1-6 to which the reader is referred for more detailed information.

The team concluded that CINDE is an effectively organized and managed agency, with an impressive assembly of professionally trained staff who understand their roles within CINDE and the activities to be performed for AID under the several grants. The PROCAP staff is well prepared to perform the implementation tasks required for successful operation of the Private Sector Training Project and CINDE should receive authorization and funding from AID to carry out all components of this important project. Certain additions to CINDE's staff capability through employment of intermittent consultants would enhance CINDE's performance in those areas where it does not now have specialist skills.

CINDE has performed well the present tasks assigned by AID, although a slow start-up was experienced. CINDE is virtually totally dependent upon AID's resources but is optimistic that its current campaign of diversification of financial support by promotion of CINDE's objectives with a host of external donor agencies will permit it to become financially independent of AID over the course of the next five years.

CINDE has established productive relationships with other training resources within Costa Rica and is fully capable of carrying out the tasks to be assigned under the Private Sector Training Project.

There are no other institutions in Costa Rica better equipped to implement the project either because they are more limited in scope of interest or training capability or do not possess the full range of staff talent and experience relevant to private sector revitalization.

D. Recommendations

Based upon the above positive findings and the related information contained in the body of this report, the team recommends that:

1. AID should determine that CINDE is the organization of choice for the implementation of the Private Sector Training Project and should provide the funds to carry out the entire project through the PROCAP unit.
2. AID should encourage CINDE to continue to seek alternative sources of funding by providing CINDE with information and suggestions about external donors and other institutions that provide support for programs similar to those of CINDE, not only for the training component but for those projects of CINDE that promote the economic stabilization and industrial development of Costa Rica.

3. CINDE should be encouraged to simplify its contracting procedures through the use of standardized contract forms where feasible, in an effort to reduce the time and effort required to contract the services of training institutions in Costa Rica for series of similar training courses. Perhaps some generic contracts similar to AID's Indefinite Quantity Contracts could be negotiated with the few Costa Rican institutions that will in fact be providing services to CINDE, thus permitting task orders to be written against the basic contract, which contain specific language for each individual course.

4. Prior to the arrival of the U.S. Training Advisor, AID should carefully delineate, with CINDE collaboration, the duties and scope of responsibility of this advisor. It is an important position whose successful performance can greatly affect the outcome of the PROCAP project.

5. AID should consider favorably the pending CINDE request for authorization to use funds for occasionally hiring of temporary consultants with specific skills not now represented among personnel of PROCAP. This procedure is an economical, efficient way of providing ad hoc knowledge as an alternative to attempting to provide all professional categories on a full-time basis within CINDE.

6. CINDE should be authorized to waive the requirement that trainees' employers pay 40 to 50 percent of the training cost where such a contribution would constitute a clear hardship to the employer. This requirement seems to be counterproductive in cases of small private enterprises because they need the training most urgently, but are penalized if they are unable to pay part of the training cost.

1. CINDE, THE ORGANIZATION, AND THE RELEVANCE OF PROCAP
TO THE PRIVATE SECTOR TRAINING PROJECT

CINDE, the Costa Rican Coalition for Development Initiatives, was organized in 1982 as a non-profit private group dedicated to the economic recovery of Costa Rica. Costa Rica had in recent years suffered a decline in its productivity and export markets, had become excessively dependent on a few basic agricultural products that were subject to the whims of world market prices. Costa Rica needed a stimulating program that would develop greater managerial and industrial competence to create a more diversified, modernized and responsive industrial capacity. CINDE was the response, a creation of a group of businessmen, academic and other professional leaders who with substantial AID support established an organization dedicated to the revitalization of the weakened Costa Rican economy.

As part of its effort to stimulate particularly the development of non-traditional products for export, CINDE has carried out a program of making Costa Rican leaders aware of the present state of the economy and to change their attitudes with information that will create a changed environment for the development of new industries, joint ventures and other combinations with foreign investors and businesses, and to alert them to opportunities for introducing new technologies, attaining financial and

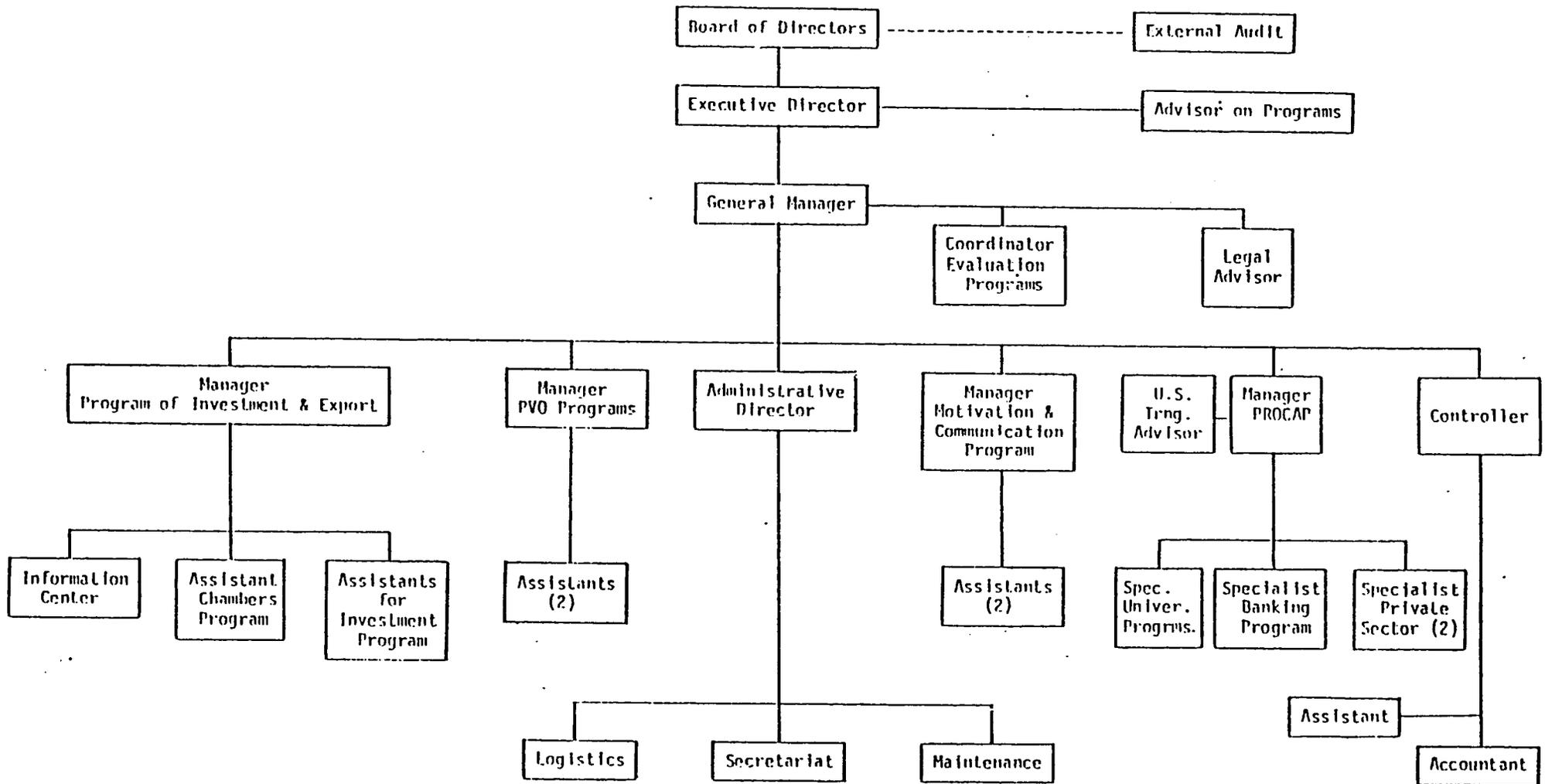
technical assistance and developing their manpower to participate in modernized managerial techniques. For the small entrepreneurs and micro-business, CINDE has a program for providing financial and technical assistance through existing Costa Rican and foreign private voluntary organizations that work directly with their constituent groups to improve basic managerial skill, quality control and to develop marketable products. An increasingly important role for CINDE is the development of training in the technical and managerial skills that will be needed to sustain a major effort of modernizing the Costa Rican industrial complex, through long and short term training in the U.S. and through several modes of training within Costa Rica.

The organization of CINDE reflects well its origins and its mission. CINDE is governed by a Board of Directors headed by a President who is a prominent businessman. Its other board members represent experience and understanding of Costa Rica's academic world, banking and finance, major government ministries, and successful manufacturing and industrial operations.

Included in the Board is CINDE's Executive Director, a well-known economist, former member of the National Economic Council, former Minister of State and presidential advisor, university professor and director of an institute for research. The Board develops CINDE's policies, plans its strategy, approves overall planning and provides a channel for communication with major private business, financial and academic leadership. CINDE's program implementation, policy guidance and overall administration is effected by the aforementioned Executive Director who is subject to the will of the Board of Directors. The Executive Director is assisted by a General Manager who coordinates the administration of four major program units concerned with 1) investment and export, 2) private voluntary organizations, 3) motivation and communication, and 4) training. The general manager also oversees the program evaluation unit, the Legal Advisor, the Controller with his staff of accounting personnel and provides logistics, maintenance, housekeeping and secretarial support to the organization through an administrative director and her staff. An organization chart on the following page presents a graphic illustration of the present CINDE structure.

Interviews with the managers of the major programs indicated that their respective roles for accomplishing the overall goal and purposes of CINDE are clearly defined.

CINDE
COSTA RICAN COALITION FOR DEVELOPMENT INITIATIVES
ORGANOGRAM



In pursuit of the objective of stimulating more efficient and diversified industrial productivity and expansion of the export market, the Investment and Export Program is coordinating missions from Costa Rica to the U.S. and other potential market areas and missions from these regions to Costa Rica. It is developing promotion materials and performing studies of potential investment opportunities in Costa Rica. It is also studying the obstacles to expansion in these areas including recommending solutions based on legislative, policy and regulatory actions, and attempting to establish funds for renovating and upgrading industries and for market promotion. It is establishing a data base with the major chambers of industry, agriculture and commerce. Such data are to be linked to the Caribbean Basin Information Network.

The Private Voluntary Organization program in its role of strengthening small and micro-businesses, has begun training in the management of small enterprises through contracts with PVOs in Costa Rica that provide funds for training activities. This program has developed ties with such groups as the AITEC and ACDI. A meeting with PVOs to exchange information on their roles, project activities and training potential was sponsored by the PVO program in 1983 and resulted in many requests to CINDE for financial assistance. The program also contemplates developing training materials for use by small enterprises and cooperatives to improve quality control, marketability and management.

The "Awareness Program", now known as the "Program of Motivation and Communication" is developing a series of activities to inform the industrial community of ways and means to improve productivity. The program functions through direct media activities and seminars and workshops for the exchange of information concerning Costa Rican industrial potential, investment opportunities and export promotion.

The training functions are contained in a separate program division that will gradually assume the responsibility of training activities now dispersed in other programs. A more complete description of the organization and staffing for expanded training is contained at the end of this section under the rubric of PROCAP.

As can be seen from the chart, CINDE's organizational structure is logically arranged to fulfill its mission. As will be noted in the sections on CINDE's ability to implement the project and on leadership, operational functions are appropriately grouped to enable it to function effectively. With minor accommodations such as an occasional use of external consultants, those substantive areas requiring specific skills, academic background and professional experience have been well staffed with a wide range of talents. This organization bodes well for CINDE's future.

PROCAP

PROCAP, as the project implementation unit of the Training for Private Sector Development Project financed by AID, as it is designated, is headed by the PROCAP manager, an experienced graduate civil engineer who has pursued graduate studies in operations research and has a masters degree in engineering with a specialty in planning. She is provided policy guidance and program monitoring by a Council of Training Advisors. The PROCAP program consist of three separately identifiable but related training efforts, to strengthen the private sector in three areas: private industry, banking and financial institutions, and the university system. At present each of these areas has corresponding personnel assigned within the PROCAP division. There are two full-time staff persons performing studies and developing strategies and training activities for the private sector component, a full-time economist dealing with the banking and financial area and a U.S. Advisor who has concentrated on developing procedures for the short and long-term training and who focussed on the Costa Rican university system.

As almost all of the selection and matching of trainees in the University Training Component has been completed for the term of this project, and the current U.S. Advisor is terminating his full-time participation in this particular position in the PROCAP organization, there is the possibility that another organizational configuration will emerge, once more program experience has been gained. In part this depends on the arrival of the permanent U.S. Training Advisor within the next several months who will work with the PROCAP manager but whose exact role remains to be defined. The funds for the full-time University System Specialist could perhaps be divided into a half-time University Specialist and the remaining funds used for intermittent consultants with specialties in industry, management, information systems, etc. skills that at present are not found within the PROCAP organization. It is recommended that this organizational alternative be studied by PROCAP.

In principle the PROCAP organization and staffing are relevant to the Training for Private Sector Development project. PROCAP is a fairly independent organizational division within CINDE, with a clearly defined role and has already developed a set of procedures and some experience in performing the training tasks intended for PROCAP. The procedures developed are based on AID Handbook 10 for Training and meet AID's requirements.

In a very short period PROCAP has been organized, staffed and has accomplished several studies of non-traditional industries, banking and finance and the "drawback" industries. The PROCAP staff is moving in a deliberate pace to accomplish the purposes of the project. A major training effort will be made possible by the resources provided by the Training for Private Sector Development Project.

2. CINDE'S ABILITY TO IMPLEMENT AND MANAGE THE PROJECT.

The evaluation team has no doubt about CINDE's ability to manage the Private Sector Training Project (PROCAP) activities. This positive judgement is not only based on CINDE's performance to date in implementing and managing tasks assigned by USAID under previous Economic Stabilization and Recovery Project Agreements, but on an assessment of the PROCAP staff's quality and dedication, as well as the amount and quality of the work accomplished in the four months since it became operational.

Were we to base our judgement solely on CINDE's performance prior to the addition of PROCAP to its program, the Assessment Team would have to qualify the positive judgement.

Since its inception in late 1982 until the fall of 1984 when PROCAP was added, CINDE focused on three areas of management:

- Private Voluntary Organization Programs,
- Production, Investments and Export Programs, and
- Motivation and Communication (until recently called "Awareness")

Though these programs can show definite accomplishments, all started slowly. Reasons for the slow starts were manifold, ranging from the normal startup difficulties and delays in any new Latin American organization or agency, via a cumbersome, sometimes glacial, system of project approvals, and beneficiary organizations not having the institutional capacity to administer the funds or to submit adequately written proposals, to an unnecessarily legalistic contracting process with beneficiaries, PVOs and consultants.

Another retarding factor was the fact that some members of the Board of Directors had assumed executive functions by serving on an executive committee to which, because of their numerous professional obligations, they could not devote sufficient time. Consequently, things were not moving as expeditiously as they should have.

Furthermore, the directors of the three earlier programs, as well as the PROCAP Director, the Program Evaluation Coordinator, the Legal Advisor, the head of the Administration Department, and the Controller, all reported directly to CINDE's Executive Director. In addition to his duties re policy and strategy formulation, planning, public relations and relations with the Board, he was too much involved with day-to-day operations.

To remedy these shortcomings, CINDE's administrative structure was revised in late 1984. The most important and beneficial change was the appointment of a General Manager to whom now all program directors as well as the Controller and Legal Advisor report. His mandate is to "get the program moving", which he is in the process of implementing. He brings to his job the experience as the former General Manager of the Banco de Comercio, and an education in mechanical and electric engineering (BS), and an MBA from Illinois Tech. PROCAP, at the time of this evaluation, was about to become fully operational. The first contracted training course had been scheduled to start on January 30, 1985 and was monitored by the evaluation team. There had been some criticism about the delay of training starts, but this, in our opinion, is not justified. The first training contract could have been signed in late 1984 with INCAE, for one or several seminars for high level banking personnel from the Costa Rican Banking Association (ABC), but this did not materialize because of ABC's refusal to pay the rather steep tuition fee charged by INCAE.

As will be discussed in Section 3 and 4, below, PROCAP's staff is well qualified, technically capable, dedicated and imbued with the importance of their assignment. In the rather short time since coming on board, they have drawn up an excellent set of policies and regulations regarding long and short-term training, consonant with AID Handbook 10. A draft procedures manual for in-country training, as well as the numerous appropriate forms, have likewise been produced. Evaluation and follow-up plans are well along towards completion. At the same time, needs assessments, in cooperation with the chambers of industries, agriculture, commerce, the ABC, etc. have been carried out.

These needs assessments, however, tended to rely too heavily on a questionnaire approach instead of on-site surveys. In view of the numerous other tasks accomplished during the program's startup period, this is understandable. But future needs assessments should include more directly gathered information.

The university sector program is likewise well along. Even though the U.S. short and long-term training component has been held in abeyance, 26 participants have not only been identified already, but have already been accepted by various U.S. universities.

Given the high caliber of the PROCAP staff, their accomplishments so far, the backing they receive from top management, and the strengthened administrative structure of CINDE, we conclude that CINDE is well able to successfully manage the Private Sector Training Project activities.

3. THE LEADERSHIP OF CINDE

From extensive interviews with the key personnel of CINDE and specifically the current staff of PROCAP, the Team is confident that the quality of leadership and the relevance of experience and qualifications of CINDE's leaders to the scope of the PROCAP project is clearly established. With minor exceptions to be discussed below, the skills and experience necessary for successful accomplishment of the proposed training activities are represented among the present staff and overall organization.

At the highest level of authority in CINDE, as noted earlier, the Board of Directors is a distinguished panel of Costa Rican leaders of industry, commerce, banking and academic institutions. Professional specialties including engineering, law, economics and business administration are represented on the Board. Major business experience relevant to the PROCAP project include positions as presidents or general managers of Costa Rican corporations, chambers of commerce and industry and the banking association. Many Board Members have helpful linkages to significant educational and training institutions, as well.

The Executive Director, Dr. Fernando Naranjo, through personal experience and academic qualifications, seems to be an ideal leader for the CINDE mission. He has a Ph.D. from the University of Pennsylvania, is bilingual, and has served as research director within the School of Economic and Social Sciences of the University of Costa Rica, where he has also been Vice-Dean, and member of the University Council. He has the highest governmental credentials, having served as Presidential Advisor on Economic Matters, Minister of State, and Executive President of the Social Security organization. His inter-American prestige has been derived from service as President of the Association of Social Security Institutions of Central America and Panama (AISSCAP), as council member of several international organizations including the Organization of American States (OAS), and as consultant to the Inter American Bank (IDB), and the Central American Bank for Economic Integration. Our interviews with him gave us an impression of a vital, dynamic leader with broad understanding of the role CINDE will have in improving the present state of the Costa Rican economy.

A recent addition to CINDE staff, the General Manager, also brings relevant perspectives to the leadership of this organization. Harry Odio received an MBA from the Illinois Institute of Technology and is a civil engineer. He has been General Manager of the Bank of Commerce, of

several Costa Rican industrial corporations and treasurer of the Chamber of Industries. He has also been a professor of finances in the University of Costa Rica School of Administration. He was recently hired by CINDE to effect a reorganization that promises to create a more effective system of operation and to improve administration and communication within this organization. He appears to be decisive, perceptive and flexible, ready to make organizational adjustments as operational experience dictates.

Interviews were held with the Legal Advisor Mr. Van der Laat, who gave us comprehensive information on the training contracts that have already been issued by CINDE. He seems knowledgeable about his field of law and disposed to make himself available for as much time as CINDE requires his service. The Controller, Mr. Alfredo Lutschaunig, has an MBA from the Wharton Graduate Division of the University of Pennsylvania, and a bachelors degree in business administration from the University of Costa Rica. He has teaching experience with the University of Costa Rica, with the Center of International Commerce and several other institutes in Costa Rica. He has been a program chief with the National Institute of Insurance and author of a number of studies on insurance, auditing, risk management, etc. He displayed detailed knowledge of the controller's functions, the process of approving disbursements, AID's accounting requirements, and indicated that CINDE was now converting to a computerized financial control system. He seems fully competent in his role of controller.

The manager of the Investment and Export Program (PIE) is an MBA and Civil Engineer trained in the U.S. and in Central America. Rodrigo Zapata, though young, has already acquired an impressive background in banking, finance, commercial distribution and in a management consulting firm that functions internationally. He gave us a clear, concise presentation of his program and indicated his understanding of CINDE's role within overall Costa Rican development plans. He will be an effective, personable promotor of Costa Rican business development.

The Private Voluntary Organization Program is headed by an economist, María Aminta Quirce who received her degree in economy from the University of Costa Rica and has received additional training through seminars in tourism and international commerce. Mrs. Aminta has performed studies on projects and policies for the Central America Bank for Economic Integration (CABEI) and was an economist with the Costa Rican Ministry of Economy, Industry and Commerce and with the Central American Common Market.

The Manager of the Motivation and Communication Program is Lilia Berrocal, who has experience as administrator and general manager of radio stations in Costa Rica and has served as board member of the National Chamber of Collective Communication Media and the National Radio Chamber as well as President of the Boards of Directors of several radio companies and the Costa Rican Association of Information and Culture.

Max Soto, Coordinator of Program Evaluation for CINDE, was trained in industrial engineering at North Carolina State University where he also did post-graduate studies in operations research. He received a masters in Regional Planning from the University of Puerto Rico. He has also studied in Holland, and England. Before joining CINDE he was Executive Director of the Commission for Assistance to the Business Sector of the Government of Costa Rica, was Presidential Advisor, and a member of the Interventora Board of the Banco Popular. Mr. Soto has served as advisor to the Central Bank and other financial organizations, a director of agribusinesses in Costa Rica and is an expert on computerized systems.

Most relevant to the Training for Private Sector Development project is the Program Manager for PROCAP, Ing. Clara Zomer. Mrs. Zomer is trained at the graduate level in engineering and operations research, including graduate level study at Stanford University. Prior to becoming CINDE's Training Program Manager in September, 1984, Mrs. Zomer was Executive President of the National Institute of Housing and Urbanization and Director of the Office of Planning for Higher Education of the National Council of Rectors. She has served as a staff member of the Economic Commission for Latin America (ECLA). She has been advisor to the Office of Planning of the government of Costa Rica, to the Central Bank of Costa Rica, to the Ministries of Transportation and of Social Security and the Institute of Development and Municipal Assistance.

The Assessment Team was impressed with her comprehension of the training requirements of the three sector components of the proposed project. In the short time she has been with CINDE she has assembled a capable staff, worked with the U.S. Advisor Dr. Ewigleben to develop the comprehensive set of procedures, criteria and regulations for the forthcoming training activities will undertake. Under her direction, several important studies of the maguila (drawback) industries and the banking and finance sector have been completed and serve as the basis for developing training strategies and contracting courses for these areas with Costa Rican training resources. Her discussions with the team leads to our conclusion that she is an energetic, dedicated, articulate and intelligent manager of this key element of CINDE. Moreover, her relations with other program managers appear to be productive and will assure application of their staff resources as needed to PROCAP. One final point, the assessments of Mrs. Zomer by professionals interviewed at INCAE and CIAPA are positive, which should assure productive collaboration in implementing the in-country training activities.

The PROCAP staff, in addition to the manager includes three professionals with distinct but complementary academic backgrounds and professional experience. Roberto Lizano, a training specialist for the Private

Sector, is a graduate in public administration from the University of Paris, has studied public administration in England and has taken the AID course in Supervision and Training and a U.S. Civil Service Commission course in position classification. He has served with the United Nations as a Personnel Officer and as a consultant on personnel administration to a number of Costa Rican entities including an agricultural credit bank, a pharmaceutical company, an education association, coffee cooperative, and several government agencies. His major experience was with the Costa Rican Civil Service in personnel, recruitment and training. Thus he brings an indepth experience in human resources to the PROCAP project.

Avy Nadab Aviram, also a Training Specialist for the Private Sector, is a graduate architect with a masters degree from the University of Colorado, with additional training in economic feasibility, planning and computers. He has had a limited experience as a designer with an American company and a combination of architectural and business management with Costa Rican and U.S. firms. He has proven his analytical and planning skills, however, through his work on the PROCAP study of the training needs of the maquila industries of Costa Rica and the development and use of questionnaires and interview techniques to establish the data base for developing a training program for the private sector.

The Training Specialist for the banking and finance component of PROCAP, Guiselle Mora, is an agricultural economist who has gained additional industrial perspective through participation in a number of UNCTAD - sponsored and other seminars on export trade, non-traditional agriculture, trade promotion, manpower training and tariffs. Her recent experience has been as a consultant on training, export and import, and development of agribusiness projects. She has worked for five years with the Center for the Promotion of Exports and Investment (CENPRO) in export promotion, commercial information, and quality control. She has had significant experience in coordinating and evaluating training programs for CENPRO in collaboration with the University of Costa Rica and the Center for International Commerce. She has also designed and organized training courses and prepared didactic training materials. She has edited a book "Cases in Export Promotion." Ms. Mora is applying this experience to the preparation of PROCAP's first training course for presidents, general managers, and other high level banking personnel to bring them up to date with modern banking practices and to motivate them to participate in Costa Rica's industrial recovery through the CINDE program.

The PROCAP staff as described above, represents a diversity of professional talent. The total staff including the program manager can apply a portfolio of talents in planning, training and project administration that should fulfill PROCAP's managerial requirements. If there is a deficiency, it is in the apparent absence of prolonged private enterprise experience. As discussed in section four below, this is not viewed as a serious defect, given the general capability and intelligence of the PROCAP personnel. It is rare for any staff to contain all of the skills required for a given project. The team suggests that ad hoc requirements can be met through the employment of temporary consultants when a specific transitory skill is required. Another set of perspectives will be added to the PROCAP staff upon the arrival of the U.S. Training Advisor, William Binford, who will work under the direction of the PROCAP manager. Mr. Binford has completed graduate coursework in Latin American Studies at the University of New Mexico and has been a program officer with AID in Guatemala and Director of the Peace Corps in Guatemala. He was also assistant to the Directors of a Cooperative Program for School Construction in Ecuador, where he later served with the Peace Corps Staff as Deputy Director. He has also been in private business in the United States. The total combination of knowledge and skills then present will certainly be more than adequate to PROCAP requirements. This team will be enhanced by the existence of a greatly expanded training staff at the USAID Mission.

In summary, the key personnel of CINDE and the PROCAP program staff are a remarkably capable group, representing a variety of relevant professions and job experience that should enhance the carrying out of the Private Sector Training Project. CINDE's professional staff exhibit far greater depth of exposure to Costa Rican economic realities than the other organizations visited by the team in the course of this evaluation and represent a productive resource for the development of more effective human resources in the private sector.

3. RESOURCES OF CINDE

CINDE has been provided adequate human and financial resources by AID to carry out the current program during the planned term of the project. The technical capabilities of the PROCAP staff are adequate to the challenge, and can be enhanced by discrete additions of intermittent consultant time. What is not clear at present is the assurance that CINDE will continue when and if AID support is terminated.

B. Adequacy of Staffing Pattern

With reference to the discussion in section one on the CINDE organizational structure and specifically the PROCAP staff pattern, it is the conclusion of the Evaluation Team that for the most part CINDE has adequate staff resources to carry out its mission. Where there are temporary needs for specialist skills not present among CINDE personnel, it is recommended that CINDE be authorized and provided funding for hiring of intermittent consultants to accomplish a specific assignment. It is not possible for any organization to maintain all skills required for its operations on a full time basis. We understand that AID has been requested to authorize the use of two million colones during the startup period of PROCAP. It would appear to be a reasonable request that would permit the injection of a total of 12-15 person months of specialist skills and we recommend that AID give a favorable response.

B. Technical Capabilities of PROCAP

On the whole, the professional staff of PROCAP possesses the necessary academic qualifications and experience to implement the analysis, planning and arranging of training in the three components of the project.

However, there is less experience with private business management and productivity issues than with the other two components, i.e. university and banking and financial training. It may be that the anticipated U.S. Advisor will fill this gap. If not, a judicious input of short-term Consultant service by local Costa Rican management specialists and use of the management and business skills, and advice of other CINDE staff, including the manager of the Investment and Export Program, and CINDE's General Manager will strengthen this aspect of the Training program.

Another function of PROCAP, the maintenance of a flow of information on training resources, training activities and results is yet to become operational. This present deficiency is remediable, however by the installation of a minicomputer system which is already planned. Present staff is capable of using such a system, therefore no additional staff requirements are anticipated.

C. Additional Staff Requirements

There are no recommendations for additional full-time staff for CINDE in general nor PROCAP in particular, other than the previous suggestion to use temporary advisory services to complement the full-time experience of the PROCAP staff. This arrangement would provide a full-time

generally competent core staff to plan and manage the training program while incorporating the flexibility and versatility of a pool of specialists to handle ad hoc problems that may arise when dealing with a wide range of industrial and commercial organizations.

D. Financial Viability of CINDE after Project Completion

During the initial period of two years since the funding of CINDE, financial resources have been more than adequate. For the most part CINDE has been operating on the income from the initial funds granted by AID. This is partly due to a level of expenditure that has been lower than anticipated because of initial delays in staffing and developing programs. Since the reorganization and designation of a general manager, it is anticipated that program expenditures will increase their pace and CINDE will begin to dip into its principal to maintain program activity. At the end of the five year period of PROCAP, unless other funding is acquired, CINDE will have exhausted its current budgetary resources.

Conscious of this, the Executive Director has already begun to promote CINDE's programs and purposes to other donor sources. AID should encourage this initiative and provide information on all possible sources of funding for CINDE programs.

Several potential donors have been approached. For example, the Interamerican Development Bank has been asked to support social programs of CINDE. U.S. foundations are being solicited for possible areas of mutual interest. The Dorner Foundation will sponsor a meeting of potential donors to provide a forum for presentation of CINDE programs. CINDE has negotiated support from the Italian government for carrying out a trade and investment promotion effort, and the French government is considered another potential source of financial support.

CINDE is developing a five year plan to enable it to become a permanent Costa Rican organization. It is too early to judge what will be success of such efforts at obtaining financial independence once AID support is ended, however.

To summarize our findings concerning CINDE's resources:

- a. CINDE has adequate resources to implement the Private Sector Training Project, provided it uses ad hoc consultant skills as needed for specific assignments.

- b. PROCAP possesses necessary qualifications and experience to successfully perform the training activities, considering the addition of a U.S. training advisor and use of intermittent consultants.
- c. No additional full-time staff is required.
- d. CINDE is making an effort to obtain alternate sources of funding and AID should encourage such initiatives.

5. CINDE'S STRUCTURE, EXPERIENCE AND CAPABILITY IN TRAINING

A. CINDE's Organizational Structure and its Effect on the Project

CINDE's organizational structure has, as mentioned earlier, gone through a reorganization. Previously the Executive Director received direction from an Executive Commission which was interposed between him and the Board of Directors. The Executive Director, in turn, supervised directly the three program managers, as well as the Project Proposals Evaluation Office, the Office of the Controller and the Administrative Department. The Legal Advisor and the General Program Advisor likewise reported directly to the Executive Director. As mentioned, this organizational structure placed an inordinate burden on the Executive Director. It also got members of the Board of Directors involved in purely executive functions.

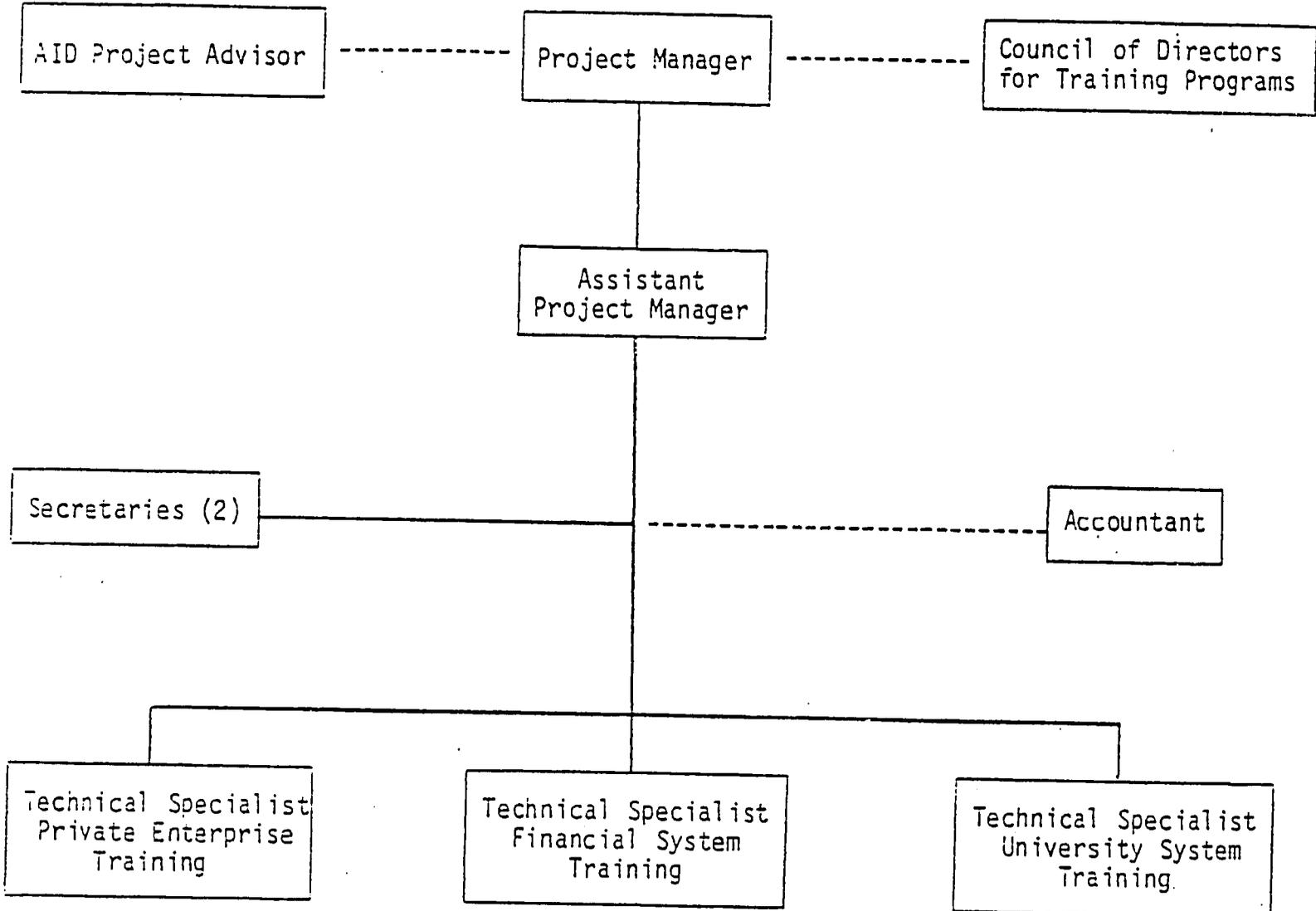
The new organizational structure (see Organization Chart, Section one) frees the Executive Director from direct supervision of the Program Managers, the Controller, Legal Advisor and Administrative Director. These are now reporting to the newly created General Manager's office.

In the new organizational structure, PROCAP is on the same level as the three earlier programs. Although the four programs, in theory, are independent from each other, there is a certain amount of cooperation, especially between the Motivation and Communication Program and the others.

The originally proposed organization of PROCAP (see Chart, next page) has been modified. There is no Assistant Manager at present, and there seem to be no plans to add one. Instead of having the three training sections (Private Enterprise, Banking and Financial Systems, and Universities) filled with one professional each, the Private Enterprise section operates with two professionals, while the work of the Universities section until now has been performed by a U.S. Advisor. (See the current CINDE organization chart, section one, for present organization of PROCAP.)

The PROCAP Manager will be assisted for the next three years by an AID Project Advisor who will be physically located in the PROCAP office. Depending on his active involvement in programming in the Universities section, there may be no need for a full-time technical specialist in that section.

ORGANIZATION OF CINDE'S OFFICE OF TRAINING PROGRAMS
(Project Implementing Unit)



CINDE's revised organizational structure will have a favorable effect on the project. CINDE could add PROCAP to its existing three programs without institutional reorientation. However, if PROCAP has to submit every serious training contract proposal to the Program Evaluation Coordinator's office for evaluation, and if each training and consultant contract has to be drawn up by the Legal Advisor, unacceptable delays in program implementation will be the result, as had been the experience of the other programs. The feasibility should be explored of PROCAP's staff evaluating training project proposals once received and drawing up contracts, following a guide or model contracts furnished by the Legal Advisor, or perhaps a generic contract could be drawn with each of the training institutions and tasks orders placed against the overall contract for each specific training course, similar to AID's IQC contract arrangement.

PROCAP staff is able to get all the help it needs from the other programs. The manager of the Production, Investment and Export Program, for instance, helped with the initial contacts in the private industrial sector. Training previously sponsored by the Production, Investment and Export Program is now PROCAP's responsibility.

Finally, PROCAP will receive direction and advice from the Council of Training Advisors, which has likewise policy guidance function for PROCAP's activities. It is made up of seven individual members, five of whom are voting and two non-voting. The five voting members are two Board members and the Executive Director, and two prominent representatives from the private sector. The non-voting members are the PROCAP Manager, who serves as the Executive Secretary of the Council, and a representative from AID.

So far, the Council has met three times. The first meeting was for general information, the second to define priorities, and the third to discuss and approve PROCAP's proposed 1985 activities.

B. CINDE's Experience in Similar Training Activities

Although the CINDE staff members interviewed stated that there had been no or few training activities in the past, it turned out that there had been fifteen contracts for training projects during CINDE's first one and one-half year's of existence. True, training projects constituted only a small percentage of CINDE's activities, but they demonstrate that CINDE has the organizational capability to plan and administer contracts for

training events. Earlier training contracts under the Production, Investment and Export Program, were negotiated and signed with such entities as CENACCOOP, CIAPA, the National Chambers of Agriculture and Industries, INCAE, IESC, the Costa Rican Association of Sugar Technicians, and the Costa Rican Coffee Company (CAFESA). All these training providers are potential training contractors for PROCAP. It thus does not have to start from scratch, but can build on CINDE's prior experience.

C. CINDE's Linkages with the GOCR and Local Training Organizations

CINDE's linkage with the GOCR are close, cordial and extend from the President of the Republic down to low level functionaries in the various ministries and entities.

The Executive Director and members of the Board have had five long meetings with President Monge at which problems were discussed and changes of laws recommended. President Monge, upon CINDE's invitation, participated as the principal speaker in a seminar in St. Paul, Minnesota. He likewise attended the 1983 Miami Conference on Investment Opportunities in the Caribbean.

CINDE has likewise close and excellent linkages with "the economic team", as CINDE's Executive Director termed the ministers of finance, commerce, export and planning. Two of CINDE's Board members are on leave of absence, since they serve currently as the Minister of Export and the Executive President of the Central Bank, respectively. However, CINDE maintains excellent relations not only with the party in power, but also fosters good relations with the opposition party. Half the Board members belong to the opposition, and the Executive Director makes it a practice to have discussions with opposition leaders. A formal meeting is scheduled for February with opposition leader Calderón to discuss CINDE's activities and to solicit support.

CINDE's linkages with local training organizations are to some extent, as pointed out earlier, already existing, even though training had, until the addition of PROCAP, been only a minor activity.

There exist close linkages with all important private chambers in the country, and not just with the two listed in 5 - b, above. Linkage has also been established with the National Center of Cooperatives, CIAPA, as well as the University of Costa Rica, the Costa Rican Institute of Technology, and INCAE. With training now becoming such an important program component, it is likely that linkages will be strengthened with the most appropriate and important training institutions with which PROCAP will contract for training.

D. CINDE's Capability for Determining Training Needs

CINDE's capability for determining training needs is, to judge by the two needs assessment reports produced so far, and by the quality and experience of relevant PROCAP staff, very good. The head of the Private Sector program, Sr. Roberto Lizano, for example, has excellent credentials as a trainer and training administrator, with experience in various countries, and academic studies in public administration in Great Britain, France and Switzerland. Furthermore, he is the graduate of a four-month TOT (Training of Trainers) course in the USA, of which training needs assessment design and implementation were important components. It seems Sr. Lizano, ably assisted by Sr. Avy Aviram, has applied his knowledge and skills in the design and implementation of the needs assessment of the draw-back (maquila) industry sector.

The "Training Plan - Maquila Sector" contains an excellent, comprehensive needs assessment section, discussing and summarizing data and needs in 43 maquiladoras. It likewise contains summaries of relevant earlier studies. Data are presented on the maquiladora's product lines, length of operation, export volume and destination, number of employees by occupational level, number of training candidates for each level, and finally, a list of 13 training subjects and levels, with numbers of training candidates per future course. The paper even lists how much time the maquiladoras are willing to release their employees for training.

The data for this needs assessment were obtained by questionnaires, which along with instructions, were handed to managers and supervisors personally at meetings at the cooperating maquiladoras, coupled with interviews of the plants' managers or their designated representatives.

The needs assessment described in Document PROCAP No. 1 - 84, "Training Needs Analysis of Banks and Finance Companies Affiliated with the Costa Rican Banking Association" is likewise a thorough piece of work, drawn up by Sra. Guiselle Mora, who is in charge of PROCAP's Bank and Finance Program. Sra. Mora is an agricultural economist by academic training, supplemented by some ten special seminars and workshops, two of which were devoted specifically to needs assessment ("Workshop on Training Needs Analysis for Central America and the Dominican Republic" - Panama 1982, "Workshop on Review and Evaluation of Analytical Studies and Needs Assessment" - Guatemala, 1983).

The approach to the needs assessment in the private banking sector was quite different from the maquila needs assessment approach. It was based on a much more detailed questionnaire which was administered to bank officials during personal interviews. This approach was possible, because only 13 of the 15 banks belonging to the ABC were included in the study.

The questionnaire was pre-tested at two banks and revised subsequently. The assessment covered such items as level and sex of personnel, studies completed by level of personnel, type of credit offered by each participating bank (i.e., commercial, industrial, construction, etc.), areas (such as "banking services", "personnel management," "technical English" etc.) in which the banks have already trained personnel and numbers of such personnel, and problems existing because of lack of training.

Data were then analyzed and summarized in a table listing 14 training subjects and the number of banks interested and the number of potential trainees in a course or seminar for each training subject. It likewise lists the average suggested length of training per subject. In addition, the table shows the same information for potential U.S. training.

To sum up this section, based on our interviews of CINDE staff and others, and the study of numerous documents, we conclude:

- a. CINDE's organizational structure after the 1984 reorganization will affect the project favorably.
- b. CINDE as an organization has had successful experience in similar training activities.

- c. Linkages between CINDE and the GOCR are excellent on all levels and seem to be well established with the private local training organizations.
- d. CINDE's capability for determining training needs is very good.

6. CONSIDERATION OF ALTERNATE INSTITUTIONS IN COSTA RICA

Already prior to this project's PID stage, Costa Rican public entities had been ruled out as possible implementing entities, because the project is concerned with private sector training needs, and a public entity might encumber the project with unacceptable bureaucratic fetters.

Thus the choice was left between three private entities that might be able to develop and implement the project, namely:

- INCAE (The Central American Institute for Business Administration)
- CIAPA (The Center for Political-Administrative Research and Training)
- CINDE (The Costa Rican Coalition for Development Initiatives).

The assessment team looked carefully at the institutional characteristics of these three institutions, their personnel, mandates and track records, and interviewed some of their key personnel. The team's conclusion is that CINDE is by far the best suited and qualified institution for the implementation of this particular project for the reasons discussed below.

- INCAE is a multi-national, private, non-profit graduate school of management, dedicated to teaching, research and technical assistance in Latin America. It was established in 1964 through the initiative of prominent Central American businessmen with technical assistance from the Harvard Business School and USAID financing. Originally located in Nicaragua, it has shifted much of its operations to Costa Rica after the Sandinista takeover. Its stated objectives are:

- Contribute to the rapid development of a substantial number of highly qualified managers, in order to provide innovative, responsible and effective leadership for both private and public sector institutions in Central America as well as in other Latin American countries.

- Instill a greater sense of common purpose among leaders of private and public sectors, and a greater understanding of the mechanisms necessary to manage the interface between the government and the private sector, in order to enhance as much as possible the economic and social welfare within the framework of free societies.

- Improve administrative skills and capabilities in areas of particular importance for the socio-economic development of the region through special research, teaching and community service programs.

- Enhance the quality of managerial education in Latin America through cooperation with other institutions to create a solid system of business schools of the highest caliber throughout Latin America.

INCAE offers through its Costa Rican branch residential programs in banking and financial management, and an MBA program . In addition, INCAE/Costa Rica offers a variety of short seminars for executives and advanced and middle level managers. Its research program originally centered on banking and finance, agribusiness and public management, but is expanding into export management, export policies, energy resources management, small business management, private sector support, cooperatives and state-owned enterprises. Its teaching, research and administrative staff numbers 54.

INCAE has good contacts with Costa Rican universities and within the private sector. It has an excellent faculty and proven training experience, as well as a long-standing relationship with AID.

In our meeting with Dr. Silvio de Franco, Academic Director, Eduardo Luis Montiel, Director of the Banking and Finance Program, and Carlos Pene Lagos, Director of the Executive Training Program, we explored INCAE's interest in the Training for Private Sector Development project. The three faculty members stated that INCAE was and is very much interested in the project, however not as its overall implementing agency, but as a contractor for specific training activities. INCAE considers itself more

of a research and academic institution, well able, however, to design and offer some courses and seminars under CINDE contracts, especially in the Bank Program, as well, to some extent, in the Private Sector Program. They stressed repeatedly that INCAE would very much like to work with CINDE, but they also foresaw some potential obstacles.

As mentioned earlier in this report, the first training for bank personnel under contract with CINDE could have taken place in late 1984, but did not materialize because the ABC considered INCAE's price too high. Furthermore, CINDE had invited INCAE to bid on a list of seminars, but again the cost factor made INCAE decide not to bid on any. INCAE feels the project's requirement that 40 to 50 percent of the training cost must be borne by the trainees' institutions will continue to be an obstacle in their work with PROCAP. Other CINDE program do not have this requirement, and INCAE has had various training contracts with CINDE's earlier programs.

There was no indication from the INCAE faculty that INCAE would have wanted to be the grantee for the Training for Private Sector Development project, but it definitely would like to do some of the training under contract.

- CIAPA, according to its own description, "is a private, non-profit "think tank" high level academic entity created in 1975 in collaboration with the government of Costa Rica and Tulane University. It was founded for the purpose of conducting in-depth analysis of political, social and economic matters related to the Costa Rican and Central American public sectors.... Its primary purpose was that of helping modernize the functioning of the Costa Rican State through a series of courses and seminars for members of the President's cabinet and other high government officials.... CIAPA also held summer study sessions for academic credit for U.S. universities, for both students and professors."

However, CIAPA has also shown an interest in all aspects of production, including export, import and investment, but its primary concern is in the areas of "politics, economics and social institutions, legislatures and institutional frameworks, individual and collective characteristics of those who govern and of the governed, and pertinent information concerning past and present political, economic and social trends," to quote from a CIAPA brochure.

CIAPA has organized seminars for public and private institutions such as the Social Security System, the National Production Council, Youth and Sports, DELFI (dealing with the role of women in politics), the National Medical Association, as well as U.S. embassies, USAID, and the U.S. War College.

CIAPA is currently planning to offer a graduate program in Public Policy leading to an M.A. degree. Its curriculum will emphasize social, political and economic development in Central America. Courses currently offered by CIAPA are listed as:

- The Economic Systems and the Public Sector,
- Elites and the Development of Costa Rican Society,
- National Political Forces and Organizations,
- Problems of Monetary and Fiscal Policy in the Development of Costa Rica, and
- The Costa Rican Electoral System and the Functioning of Political Parties.

The titles of 24 listed seminars indicate that they are devoted to political, economic, financial and social topics. CIAPA has a faculty of five. The evaluation team met with three of these: Dr. Rodolfo Cerdas, Dr. Constantino Urcuyo F., and Lic. Rafael Villegas Antillón (the Director, Samuel Stone, was out of the country and Dr. Jaime Darenblum was ill). The meeting took place at CIAPA's new, well-designed headquarters building (financed in part with a \$200,000 grant from USAID via CINDE), which includes classroom space and an auditorium for 120.

After discussing CIAPA's work and plans, the meeting soon touched on the reasons why the Training for Private Sector Development project was not awarded to CIAPA. Dr. Cerdas stated that initially USAID had intended to award it to CIAPA whose staff worked hard preparing for it. But then USAID decided to award the project to CINDE, because of CIAPA's predominantly public sector policy orientation.

Although disappointed by this decision, the CIAPA faculty members admitted that CINDE has the needed qualifications for the project. They spoke especially highly of Ing. Clara Zomer, who heads the project at CINDE. They stated they did not know how CINDE envisions to implement the project, but that CIAPA is prepared to cooperate where feasible.

It is hard to understand that USAID/Costa Rica initially considered CIAPA as a potential grantee for the project, because it is clearly not the proper institution for the kind of activities the project calls for. CIAPA, in its own words, is a "think tank" with no experience in the kind of training, or contracting for training, in the Banking and Private Sector programs. With its small, academically-oriented faculty and institutional philosophy, it is doubtful whether it could even have geared up to implement the project successfully. USAID/Costa Rica made a wise decision to drop CIAPA from consideration early during the project's development.

- CINDE is, as has been stated throughout this report, by far the best qualified and equipped Costa Rican institution to implement the project. There would be no advantages in considering a Costa Rican institution other than CINDE for this project.

7. ANNEX

LIST OF PERSONS INTERVIEWED

María Aminta Quirce	Manager, PVJ Program, CINDE
Avy Nadab Aviram	Training Specialist, (Private Sector, CINDE)
Richard Beck	President, CINDE Board of Directors
Lilia Berrocal	Manager, Motivation and Communication Program, CINDE
Neil Billig	Deputy, Private Sector Office, USAID San José
Rodolfo Cerdas	CIAPA
Daniel Chaij	Mission Director, USAID/San José
Robert L. Ewigleben	U.S. Advisor and Training Specialist (University System) CINDE
Ann Farrar	Evaluation Specialist USAID/San José
Silvio de Franco, Ph.D.	Academic Director, INCAE (Instituto Centro Americano de Administración de Empresas)
Kevin Kelly	Program Officer, USAID/San José
David Kitson	Deputy General Development Office, USAID/San José
Carlos Rene Lagos	Director, Division of Executive Training, INCAE
Roberto Lizano Murillo	Training Specialist (Private Sector) CINDE
Alfredo Lutschaunig Montero	Controller, CINDE
Thomas A. McKee	Chief, General Development Office, USAID/San José

Eduardo Luis Montiel	Director, Banking and Finance Programs, INCAE
Guiselle Mora Vargas	Training Specialist (Bank and Finance), CINDE
Dr. Fernando E. Naranjo	Executive Director, CINDE
Harry Odio Jiménez	General Manager, CINDE
Max Soto	Coordinator of Evaluation Program, CINDE
Constantino Urcuyo	CIAPA
Bernardo Van der Laat	Legal Advisor, CINDE
Rafael Villegas Antillón	CIAPA
Roberto Zapata Monge	Manager, Investment and Export Program, CINDE
Clara Zomer Rezler	Manager, PROCAP, CINDE