

**AIRGRAM** PD-AAA-010-B/ DEPARTMENT OF STATE

5040030-2

UNCLASSIFIED  
CLASSIFICATION

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DATE REC'D.

TO - AID/W TOAID A- 39

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1970 MAY 20 PM 2 48

FROM - GEORGETOWN

AID  
C & A - BR

DATE SENT  
5-15-70

SUBJECT - Noncapital Project Paper - Project No. 504-11-690-030

REFERENCE -

Country: GUYANA

Project No. 504-11-690-030

Submission Date: May 13, 1970

Original: X

Revision No: \_\_\_\_\_

Project Title: GENERAL TRAINING

U.S. Obligation Span: FY 65, Continuing

Physical Implementation Span: FY 65, Continuing

Gross life-of-project financial requirements:

U.S. Dollar: Continuing Project

U.S.-owned local currency: None

Cooperating country cash contribution: Approximately 1/2 U.S.

Other Donor: None.

Attachment: Table 1

DRAFTED BY		OFFICE	PHONE NO.	DATE	APPROVED BY	PAGE	PAGES
JDSapp:cb		PRM		5/13/70	Robert C. [Signature]	1	OF 4
AID AND OTHER CLEARANCES							
RMKlein, PRM		[Signature]	UNCLASSIFIED				
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General Training is a target-of-opportunity project covering functional areas not specifically covered in other USAID projects. It is responsive to Mission goals and strategy, and as such is geared to improve the level of Guyanese competence by providing training overseas to qualified participants. Overall selection of candidates for training, and areas in which training is to be provided, are governed in general by the parameters laid down by the Government of Guyana. This means that (a) training is provided for the most part to employees of some longevity (since training is by custom made a part of the "long leave" policy of the Government); (b) training is for short-terms, generally non-degree; and (c) training for the private sector has a relatively low priority.

On a broader scale this project is an element of our more comprehensive goals in Guyana, related to the harmonization of the several races in Guyana and maintaining an awareness of U.S. customs and institutions. The project, of course, is effective in this regard only by indirection, and success more realistically is measured by the number of persons trained, the location of these persons in the Guyanese society, and the areas of activity covered.

Because this is a target-of-opportunity project no plan of action exists.

With regard to alternative sources of training, the British, Canadian and the United Nations also offer training. Generally, the training areas made available under this project, however, are those in which the U.S. has a greater expertise.

KING

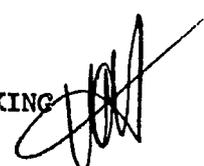


Table 1  
Page 1 of 2  
COUNTRY: GUYANA

NONCAPITAL PROJECT FUNDING (OBLIGATIONS IN \$000)  
Project Title: GENERAL TRAINING

PROP DATE: May 13, 1970  
Original: X  
Rev. No.  
Project No: 504-11-690-030

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Fiscal Years	AP	L/G	Total	Cont	Personnel Serv.			Participants		Commodities		Other Costs	
					AID	PASA	CONT	U.S. Agencies	CONT	Dir U.S. Ag.	CONT	Dir & U.S. Ag.	CONT
					Local								
Prior through Act. FY 69		G	372						372				
Oper. FY 70		G	73		4				69				
Budg. FY 71		G	85		4				81				
B + 1 FY. 72		G	86		5				81				
B + 2 FY. 73		G	86		5				81				
B + 3 FY 74		G	86		5				81				
All Subs. Continuing													
Total Life Continuing													

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1/ Memorandum (nonadd) column

Fiscal Years	Other Cash Contribution Cooperating Country <u>1/</u>
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Prior through Act. FY 69	190
Oper. FY 70	35
Budg. FY 71	45
B + 1 FY 72	45
B + 2 FY 73	45
B + 3 FY 74	45
All Subs. Continuing	
Total Life Continuing	

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GEORGETOWN

1/ Estimated. GOG provides international travel, salary, warm clothes, medical examination, and replacement personnel. Historically GOG contribution has worked out to be a little over 1/3 of U.S. contribution. Precise figures are not available.

**I. PROJECT IDENTIFICATION**

1. PROJECT TITLE: **GENERAL TRAINING**  
 504-11-670-030

APPENDIX ATTACHED  
 YLS  NO

2. PROJECT NO. (M.O. 1095.2)

3. RECIPIENT (specify)  
 COUNTRY **GIYANA**  
 REGIONAL  INTERREGIONAL

4. LIFE OF PROJECT  
 BEGINS FY 1965  
 ENDS FY 1976

5. SUBMISSION **5/15/70**  
 ORIGINAL  
 REV. NO. **3/29/72** DATE

CONTR./PASA NO.

**II. FUNDING (\$000) AND MAN MONTHS (MM) REQUIREMENTS**

A. FUNDING BY FISCAL YEAR	B. TOTAL \$	C. PERSONNEL		D. PARTICIPANTS		E. COMMODITIES \$	F. OTHER COSTS \$	G. PASA/CONTR.		H. LOCAL EXCHANGE CURRENCY RATE (U.S. OWNED) <b>US\$1 = G\$1.95</b>		
		(1) \$	(2) MM	(1) \$	(2) MM			(1) \$	(2) MM	(1) U.S. GRANT LOAN	(2) COOP COUNTRY (A) JOINT (B) BUDGET	
1. PRIOR THRU ACTUAL FY	<b>453</b>			<b>444</b>			<b>9</b>	<b>9</b>				
2. OP 72 FY	<b>230</b>			<b>226</b>	<b>279</b>		<b>4</b>	<b>116</b>	<b>135</b>			<b>International travel expenses</b>
3. BUDGET FY	<b>154</b>	<b>6</b>	<b>2</b>	<b>144</b>	<b>204</b>		<b>4</b>	<b>6</b>				
4. BUDGET +1 FY	<b>104</b>			<b>100</b>	<b>135</b>		<b>4</b>					
5. BUDGET +2 FY	<b>104</b>			<b>100</b>	<b>135</b>		<b>4</b>					
6. BUDGET +3 FY	<b>104</b>			<b>100</b>	<b>135</b>		<b>4</b>					
7. ALL SUBQ. FY	-			-			-					
8. GRAND TOTAL	<b>1,149</b>			<b>1,114</b>			<b>20</b>	<b>131</b>				

9. OTHER DONOR CONTRIBUTIONS

(A) NAME OF DONOR	(B) KIND OF GOODS/SERVICES	(C) AMOUNT
<b>United Kingdom - Government of Canada - United Nations</b>	<b>Training</b>	<b>NA</b>

**III. ORIGINATING OFFICE CLEARANCE**

1. DRAFTER <b>Robert M. Klein</b>	<i>Robert M. Klein</i>	TITLE <b>Program Officer</b>	DATE <b>3/29/72</b>
2. CLEARANCE OFFICER <b>Robert C. Hamer</b>	<i>Robert C. Hamer</i>	TITLE <b>Mission Director</b>	DATE <b>3/29/72</b>

**IV. PROJECT AUTHORIZATION**

1. CONDITIONS OF APPROVAL

**2. CLEARANCES**

BUR/OFF.	SIGNATURE	DATE	BUR/OFF	SIGNATURE	DATE

3. APPROVAL AAs OR OFFICE DIRECTORS		4. APPROVAL A/AID (See M.O. 1025.1 VI C)	
SIGNATURE	DATE	SIGNATURE	DATE
TITLE		ADMINISTRATOR, AGENCY FOR INTERNATIONAL DEVELOPMENT	

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PREAMBLE

This is a two-phase project. The first phase covers the training to be initiated during CY 1972, based on estimates of training requirements made by the Government of Guyana. The second phase covers training to be initiated during the interval CY 1973 - CY 1976, based on a Training Plan to be prepared during CY 1972.

The training to be undertaken will be in accord with the specific purpose of this project, and related to the specific outputs enumerated below.

The project envisages that the training requirements involving foreign assistance for all years, CY 1972 - CY 1976, will be divided among the U.S., the U.K. and Canada, in order to share the cost burden while simultaneously assuring that the best training is provided to meet Guyana's needs. It also envisages that the project will be monitored by a joint GOG-US-US-Canadian Consortium Committee, to be chaired by the GOG.

A. THE PROJECT GOAL

Goal Statement. The broader objective to which this project contributes is the improvement of the human resource capabilities of the Government of Guyana. Achievement of the project purpose (described below) will, in consort with other training activities, enable the Government to carry forward with its economic development objectives in an efficient manner.

Measurement of Goal Achievement. Indications that this goal will have been met could be as follows:

1. National economic development plans are carried out on schedule, with minimum delays in project preparation and implementation;
2. The planning and detailed preparation of development projects are carried out by the Government, acting independently of aid donors; and
3. A significantly larger share of project implementation is carried out by the Guyanese.

Assumptions of Goal Achievement. Achievement of this goal rests on two assumptions:

1. That the Government of Guyana is willing to give a high priority to training; and
2. That the national development plan is generally adhered to.

B. THE PROJECT PURPOSE

Statement of the Purpose. The purpose of this project is to improve Guyanese human resource capabilities not accounted for in specific projects, but which nevertheless are required to achieve national development goals.

Conditions Expected at the End of the Project. Conditions that could exist after the completion of the project, assuming it to be successful, may be as follows:

1. The Government prepares an increasingly larger share of its own projects for donor assistance and begins to take the lead in project evaluation;

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2. Implementation of capital projects are not significantly delayed because of spare parts shortages, poor maintenance of equipment, or inadequate or insufficient staffing;

3. The Ministries of Economic Development and Finance are in a better position to projectize the Government's capital budget;

4. Project expenditures are accounted for more accurately, more uniformly and more efficiently, and appropriate accounting reports are prepared on a more regular and timely basis;

5. Implementation of national health, education and community development plans proceed apace -- logically, systematically, and on schedule; and

6. The Government is more capable of adequately and professionally presenting mineral finds to prospective investors on a businesslike basis.

Basic Assumptions. Achievement of the end of project status rests on two assumptions:

1. That a sufficiently imaginative plan for extensive in-country training can be developed and adhered to; and

2. That aid donors along with the Government can continuously and efficiently coordinate their training efforts.

### C. PROJECT OUTPUTS

Planned outputs are as follows:

#### General Administration

1. Establishment of expertise in each primary government unit for project planning, budgeting and evaluation;

2. Establishment of accounting expertise in each primary government unit;

3. Establishment of expertise in each primary government unit to assure the full and proper utilization of the employees of the Public Service;

4. Establishment of expertise to manage and operate a centralized supply and heavy duty maintenance shop in the Ministry of Works, Hydraulics and Supply;

5. Establishment of expertise in systems analysis and computer programming for a centralized computer center;

6. Establishment of manpower programming expertise and administrative expertise in specialized fields in the Ministry of Labor and Social Security.

#### Specialized Areas

7. Establishment of program development and educational supervisory expertise in the Ministry of Education;

8. Establishment of program development and educational supervisory expertise in the Ministry of Health, to implement the National Health Plan;
9. Establishment of administrative and organizational expertise in the Community Development Division of the Ministry of Community Development and Cooperatives;
10. Establishment of professional and sub-professional expertise for the mineral dressing laboratory and physical property laboratory in the Ministry of Mines and Forests;
11. Establishment of specialized technical expertise when necessary to support GOG/US, GOG/UK or GOG/Canada projects, where training is not included in these projects.

Basic Assumptions. In order to achieve these targets the following is assumed:

1. That a uniform code for personnel management shall have been established for the government service (Output #3);
2. That the Government continues with its present plans to centralize computer operations (Output #5);
3. That the Ministry of Finance amends existing regulations to permit more centralization of supply operations (Output #4);
4. That the Public Service Ministry will agree to the establishment of new positions that may be required.

Magnitude of Outputs and Targets. This project is anticipated to last through CY 1976, which coincides with the GOG operational development plan. The project is in two parts. The first part relates to training in CY 1972 for the establishment of expertise in the various Ministries in quantities and in areas as currently determined by the separate Ministries. Below is an estimate of the outputs that will be obtained as a result of training begun in 1972 (numbers relate to the number of persons trained, and dates relate to the time in which training is to be completed).

	<u>CY 1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>	<u>1976</u>
<u>General Administration</u>					
<u>Output #1</u>	Areas, magnitude and targets not yet determined				
<u>Output #2</u>	Areas, magnitude and targets not yet determined				
<u>Output #3</u>	Areas, magnitude and targets not yet determined				
<u>Output #4</u>					
-Supply Management	2				
<u>Output #5</u>					
- System Analysis	Magnitude and targets not yet determined				
- Computer Programmers	Magnitude and targets not yet determined				
- Computer Operators	Magnitude and targets not yet determined				

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CY 1972      1973      1974      1975      1976

Output #6

-Vocational Counseling	1
-Labor Market Statistics	1
-Job Analysis	1

Specialized AreasOutput #7

## Teacher Training

-Mathematics	3
-General Science	3
-Ceramics	4
-Plastics	4
-Graphic Arts	4
-Electronics	Magnitude and targets not yet determined
-Welding	Magnitude and targets not yet determined
-Metal Work	Magnitude and targets not yet determined
-Electricity	Magnitude and targets not yet determined
-Surveying	Magnitude and targets not yet determined

Librarianship      Magnitude and targets not yet determined

Curriculum Development      3

Textbook Preparation      10

Education Testing/Exams      3

Educ. Super./Adminis-ration      6

Output #8

Public Health      3

Health Administration      3

Hospital Administration      2

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<u>Output #8 (Cont.)</u>	<u>CY 1972</u>	<u>1973</u>	<u>1974</u>	<u>1975</u>	<u>1976</u>
Medical Records		1			
Health Planning	1				
Nursing Administration		1			
Nursing Education Admin.		1			
<u>Output #9</u>					
Rural/Urban Development		1			
Adult Education	3				
<u>Output #10</u>					
Mineral Dressing					1
Mineral Lab Technician	1				
Petroleum Legislation	1				
Petroleum Engineering					1
Bore-Hole Logging	1				
<u>Output #11</u>					
					Ad hoc, in the areas of equipment maintenance, highway maintenance, etc.

The second part of the project output relates to training during the interval CY 1973-CY 1976, which is to be based on a Training Plan prepared in CY 1972. This Training Plan will specify training needs with respect to all of the outputs, and will assess how best the training in each area can be accomplished:

- (a) by training overseas;
- (b) by in-country training by existing local staff;
- (c) by in-country training by local staff first trained overseas; or
- (d) by in-country training by foreign staff.

Additionally this Training Plan will recommend, in the case of overseas training or in the case of in-country training by foreign staff, which donor is best equipped to meet the needs in each area.

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D. PROJECT INPUTS

Planned inputs are as follows:

Phase One: Immediate Training

This training covers the training to be begun prior to the implementation of the aforementioned training plan, that is, in CY 1972. Below is the number of persons to be trained whose training should start in CY 1972. Also shown is the length of training, and the type of training. This material is broken down into four areas: (1) training overseas; (2) training in-country by existing local staff assisted by foreign staff; (3) training in-country by local staff first trained overseas; and (4) training in-country by foreign staff.

TRAINING OVERSEAS

<u>General Administration</u>	<u>Number Persons</u>	<u>Length</u>	<u>Begin</u>	<u>Type of Training</u>
<u>Output #1</u>		As opportunities arise		
<u>Output #2</u>		As opportunities arise		
<u>Output #3</u>		As opportunities arise		
<u>Output #4</u>				
-Supply Management	2	60 mo.	1972	formal
<u>Output #6</u>				
-Vocational Counseling	1	3-4 mos	1972	observation
-Labor Market Statistics	1	3-4 mos.	1972	formal
-Job Analysis	1	3-4 mos.	1972	formal
<u>Specialized Areas</u>				
<u>Output #1</u>				
<u>Teacher Training</u>				
-Mathematics	3	2 years	1972	degree
-General Science	3	2 years	1972	degree
-Ceramics	4	2 years	1972	formal
-Plastics	4	2 years	1972	formal
-Graphic Arts	4	2 years	1972	formal

## AID 1029-1A (7-71) (NARRATIVE DESCRIPTION)

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	<u>Number Persons</u>	<u>Length</u>	<u>Begin</u>	<u>Type of Training</u>
Curriculum Development	3	1 year	1972	formal
Testbook Preparation	10	1 year	1972	observation
Educ. Testing/Exams	3	6 mos.	1972	observation
Educ. Super./Administration	6	1 year	1972	formal
<u>Output #2</u>				
Public Health	3	1 year	1972	formal
Health Administration	3	1 year	1972	formal
Hospital Administration	2	2 years	1972	formal
Medical Records	1	1 year	1972	formal
Health Planning	1	3 mos.	1972	formal
Nursing Administration	1	1 year	1972	formal
Nursing Education Admin.	1	1 year	1972	formal
<u>Output #3</u>				
Rural/Urban Development	1	1 year	1972	formal
Adult Education	2	1-6 mos.	1972	observation
<u>Output #4</u>				
Mineral Dresser	1	4 years	1972	degree
Mineral Lab Technician	1	6 mos.	1972	observation
Petroleum Legislation	1	6 mos.	1972	formal
Petroleum Engineering	1	4 years	1972	degree
Bore-Hole Logging	1	4 mos.	1972	formal
<u>Output #5</u>				
UHF.VOR Equipment Maintenance	1	5-6 mos.	1972	formal/ observation
Others	As opportunities arise			
TOTAL		66	34 man-years (approx.)	

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TRAINING IN-COUNTRY BY EXISTING LOCAL STAFF  
ASSISTED BY FOREIGN STAFF

<u>General Administration</u>	<u>Number</u>	<u>Length</u>	<u>Begin</u>	<u>Type of</u>
<u>Output #5</u>	<u>Persons</u>			<u>Training</u>
-Systems Analysis	(			Training dependent on establishment
-Computer Programmers	(			Central Computer Center -- foreign
-Computer Operators	(			instructors of unknown number will
	(			be needed.

Specialized Areas

Output #1

Teacher Training

-Electronics )	Many to be trained, in 2 year courses -- foreign instructors of unknown number will be needed.
-Welding )	
-Metalwork )	
-Electricity )	
-Surveying )	

Librarianship

Same as above

TRAINING IN-COUNTRY BY EXISTING LOCAL STAFF

Specialized Areas

Output #3

Adult Education	1	1 mo.	1972	workshop
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TRAINING IN-COUNTRY BY FOREIGN STAFF ONLY

-None-

Phase One: Preparation of Training Plan

The preparation of the Training Plan is to get underway in mid-CY 1972. This service is to be provided under grant arrangements, and if possible is to be funded jointly by the U.S., U.K., and Canadian Governments.

Phase Two: Training in CY 1973 - CY 1976

Phase Two training will depend on the outcome of the Training Plan.

Budgetary Requirements for Phase One

Budgetary requirements to meet the immediate training needs associated with the

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purpose and contemplated outputs of this project will reflect the following, all for CY 1972:

Government of Guyana - Budgetary requirements associated with:

- (a) the training of 66 people overseas;
- (b) the training of additional participants "as opportunities arise";
- (c) in-country training of Guyanese in the computer, teaching training, librarianship and adult education fields

U.S., U.K., Canadian Consortium - Budgetary requirements associated with:

- (a) the training of 66 people overseas;
- (b) the training of additional participants "as opportunities arise";
- (c) the provision of foreign instructors in the computer, teacher training, and librarianship fields;
- (d) the preparation of the Training Plan.

### RATIONALE

The general level of administrative and technical competence in the Guyanese civil service at the time of Guyana's independence was determined in the first instance by the bauxite/sugar base on which the economy rested. In sum, the role of the civil service was predominately related to getting sugar and bauxite to their overseas markets. Secondly it was concerned with the normal functions of government, essentially related to the handling of current affairs. It was not equipped to manage a country, and it especially was not equipped to develop and follow through on initiatives to: (1) broaden the economic base of the country and thus reduce its dependence on bauxite and sugar, and (2) restructure the economic system in order to obtain more indigenous control, while (3) attempting to build a nation in the most elementary sense. Any one of these alone would have taxed the civil service. That all three merged together has presented the country with an impending crisis of colossal proportions.

The problem facing the country is: how to build a reasonable level of administrative, managerial, planning, supervisory and technical competence within the civil service, including the several public corporations, to effectively carry out the foregoing initiatives?

The building of this level of capability is a function of training. Training currently is being carried out in two ways: first, it is being carried out in association with foreign aid projects, which generally include technical as well as administrative training; secondly, it is being carried out by the Guyanese themselves, generally of a technical type. What is missing in these efforts is the managerial, administrative and technical training whose results cut across a wide range of activities, and which are essential to all. It is this kind of training toward which this project is directed.

There are real complications in the implementation of this project, the details of which are enumerated in prior sections of this submission. One complication is that the GOC

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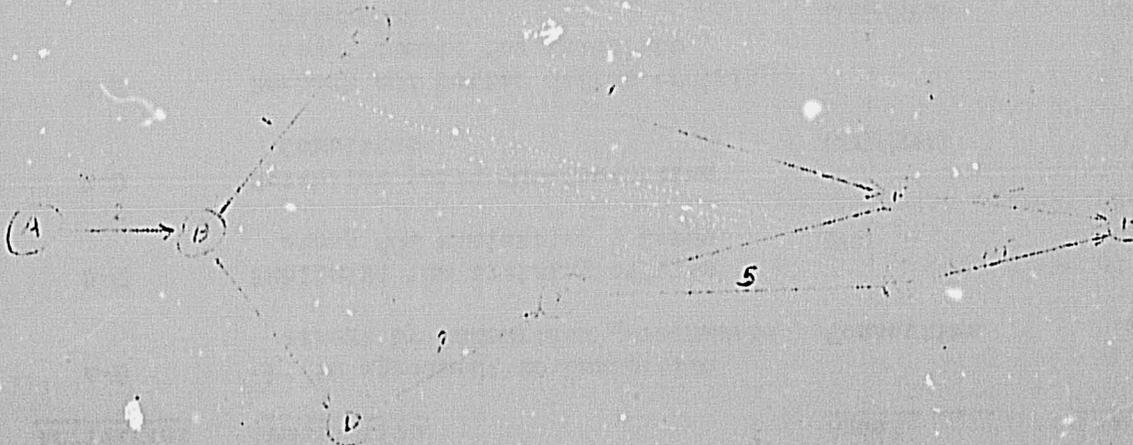
frequently associates overseas training with the "long leave" of civil servants, which in turn tends to reduce the number of candidates while concentrating on older employees. A second complication is a cumbersome clearance process through which candidates for overseas training must undergo. A third complication is simply the dearth of qualified candidates. A final complication arises from the need to keep the government functioning while employees are away at training courses. It is in part because of these various complications that the project envisages in-country as well as overseas training.

Additionally, the required training is too expensive for a single donor to support. Furthermore, some of the training required can best be accomplished in another donor's country. It is for these reasons that this project envisages the establishment of a "training consortium" of the U.S., the U.K. and Canada. This should also be, in the long run, a more efficient approach.

As noted in earlier parts of this submission the project is in two parts. One part is to provide training on a more or less crash basis to meet immediate needs. The second part is to provide training on a systematic basis, which would go into effect upon the completion of a Training Plan, at the beginning of CY 1973. It is envisaged that the preparation of this Training Plan would be undertaken by a consortium of the U.S., the U.K. and Canada, and financed accordingly. The training team could be comprised of at least one American, one Canadian, and one from the U.K. All would be experts in the field of manpower development, and in the field of training generally. One member would be designated as the team leader.

Finally, it is envisaged that there be established a joint GOG-Consortium Committee, which would meet at regular intervals, under the leadership of the GOG Public Service Ministry, to monitor the project. The aforementioned training team would function in close liaison with this committee.

#### COURSE OF ACTION



**COURSE OF ACTION (Cont.)**

<u>Steps</u>	<u>Activities</u>	<u>Description</u>	<u>Responsible Agent</u>	<u>Time (months)</u>
1	A-B	Obtain agreement to Consortium effort by consortium governments	Consortium	2
2	B-C	Publicize the training efforts among GOG Ministries & Corps.	GOG	1
3	B-D	Establish joint GOG-Consortium Committee	GOG/CONS	1
4	D-E	Recheck and better define training requirements for immediate situation	GOG/CONS	2
5	C-F	Process training documentation, etc. for immediate situation for overseas training	GOG/CONS	11
6	E-F	Training in-country related to immediate situation	GOG/CONS	9
7	E-G	Prepare training plan	GOG/CONS	5
8	F-G	Process training documentation, etc. for longer-term situation for overseas training	GOG/CONS	continuous
9]	G-H	Training in-country related to long-term situation	GOG/CONS	continuous